

ACTIONAID INDIA

STRATEGY PAPER

(1993 — 1997)

Giving
People
Choices



With Compliments

02841

Salil Shetty

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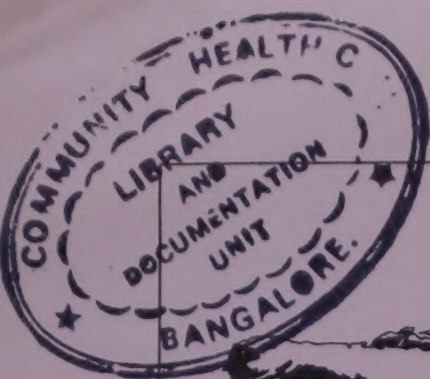


ACTIONAID INDIA

STRATEGY PAPER 1993-97

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ACTIONAID AT A GLANCE

THE WORLD OF ACTIONAID

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- 1 BANGLADESH
2 BOLIVIA
3 BURUNDI
4 ECUADOR
5 EL SALVADOR
6 ETHIOPIA
7 GHANA
8 INDIA
9 KENYA
10 MALAWI
11 MOZAMBIQUE
12 NEPAL
13 PAKISTAN
14 PERU
15 SIERRA LEONE
16 SOMALIA
17 THE GAMBIA
18 UGANDA
19 VIETNAM
⊙ LONDON (UK) H.Q.

"ACTIONAID is an organisation dedicated to the proposition that poverty can be substantially reduced and is indeed ultimately eradicable, and that it has a significant part to play in this process", - **ACTIONAID Director Martin Griffiths.**

Year of Founding : 1972

Head Office : Hamlyn House, Archway, London N19 5PG, UK.
Tel: 071 281 4101 Fax: 071 272 0899.

Annual Income : £ 33 million (1992); 40% raised from 115,000 sponsors in the UK, the rest from one-off donations, governments and corporations.

Main Activities : Designing, funding and managing projects (mainly rural) to eradicate absolute poverty in 19 countries of Asia, Africa and Latin America. The organisation adopts an integrated approach to development. Its interventions are mainly in primary health, basic education, livelihood systems and community organisation.

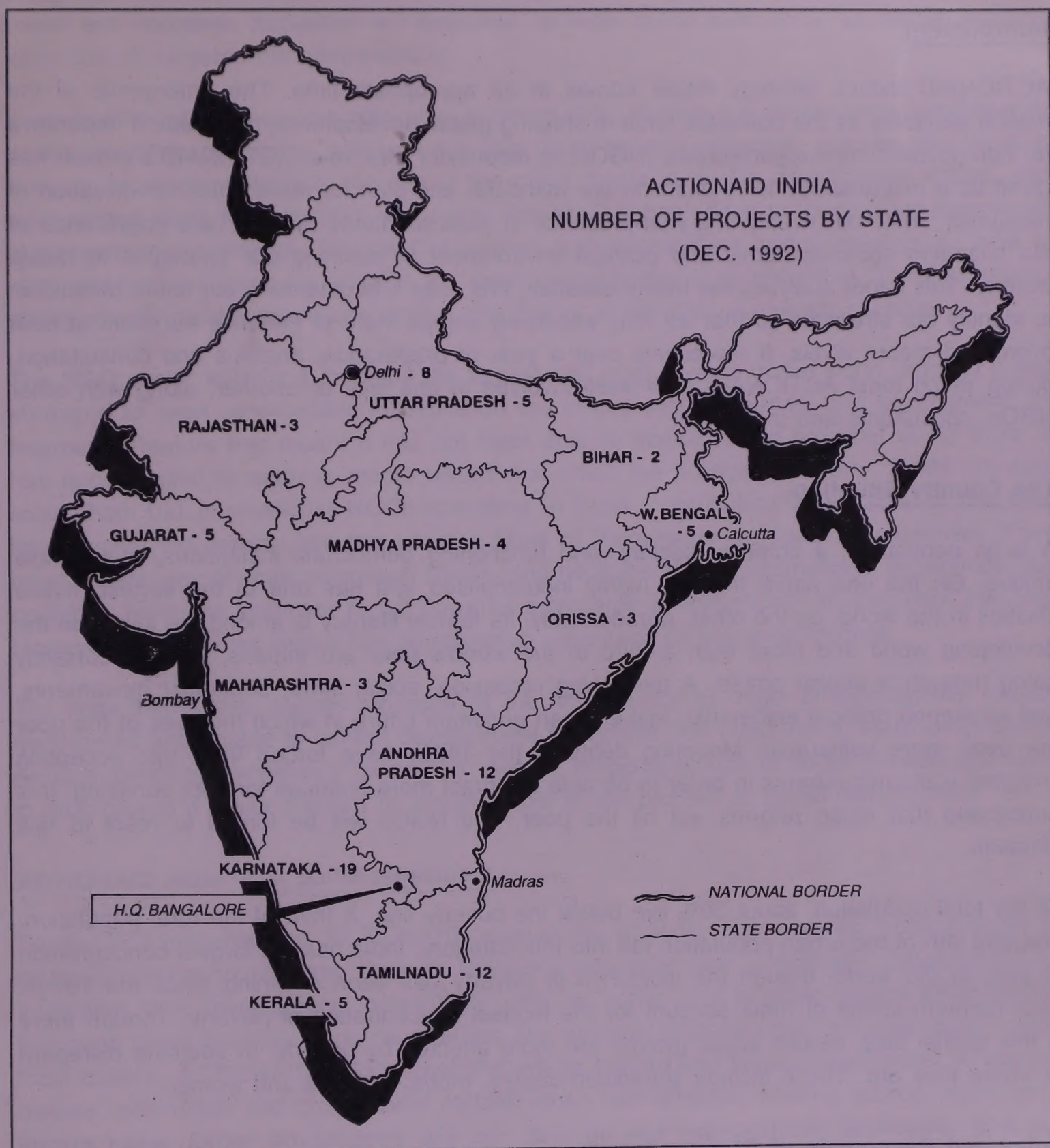
ACTIONAID also works, mainly in the UK, to influence attitudes and policies of change agents (governments, NGOs, general public) with regard to eradication of absolute poverty.

Structure : ACTIONAID UK is headed by a Director. The main divisions are International Operations, UK Operations, Finance, Human Resources and Emergencies. The country programmes are headed by country directors.

Staff : 2,500 worldwide, including programme staff, project managers and support personnel.

Affiliate Agencies : AYUDA EN ACCION, Spain, ACTIONAID IRELAND, AZIONE AIUTO, Italy.

ACTIONAID INDIA AT A GLANCE



- Year of start up** : 1972
- Head Office** : 3, Rest House Road, Bangalore 560 001.
 Tel: 080-586682 Fax: 080-586284.
- Programme** : ACTIONAID India works mainly through local NGOs by providing technical, financial and managerial backing. It currently supports over 20 rural development and over 40 disability (mental, physical and social) projects. In addition it assists nearly 40 small scale innovative development initiatives. These operations are located in 12 states and in Delhi.
- Expenditure** : Rs. 11 crores in 1991-92 (about £ 2.4 million); less than 10% going towards administration. ACTIONAID is one of the largest international NGOs in India.
- Staff** : 60, including programme staff, project managers and specialists such as doctors, agriculture scientists, computer professionals, etc. The country director is Salil Shetty.

EXECUTIVE SUMMARY

Introduction

ACTIONAID India's Strategy Paper comes at an appropriate time. The emergence of the market economy as the dominant force in shaping global development, has made it imperative for non-governmental organisations (NGOs) to reconsider their role. ACTIONAID's growth has given us a responsibility to re-examine our mandate, and plan for more effective utilisation of resources, while our twenty-one-year-presence in India demands that we take cognizance of the changing socio-economic and political environment in planning our strategies to tackle poverty. This paper analyses the Indian situation, and uses it to determine our future directions; to identify our strengths so that we may effectively exploit them to enhance our work at both micro and macro levels. It represents over a year of preparation, analysis and consultation, during which most ACTIONAID staff were involved in one way or another, along with other NGOs, consultants and individuals.

The Country Situation

A large population, a complex society, and functioning democratic institutions, make India unique. On the one hand, India is highly industrialised and has one of the largest middle classes in the world; on the other, paradoxically, its female literacy is among the lowest in the developing world and more than a third of the world's poor are Indians. India is currently going through a critical phase. A deepening recession, social strife, separatist movements, and weakened political leadership, make for an uncertain future in which the lives of the poor are even more vulnerable. Mounting debts in the 1980s have forced India into accepting stringent economic reforms in order to be able to attract more finances for debt servicing. It is anticipated that these reforms will hit the poor, and NGOs will be forced to react to this situation.

Of the total population, about 30% live below the poverty line. A third of the rural population, and one fifth of the urban population fall into this category. India has the largest concentration of poor in the world, though the incidence of poverty has been declining since the 1970s. Four northern states of India account for the highest concentration of poverty. Though there is this spatial bias, certain social groups are more affected by poverty, in seeming disregard to where they are. These include scheduled castes, tribes, muslims and women.

Roles and Responses of Change Agents

Different change agents are involved in the process of social development in India. At the international level, official aid to India has only constituted 0.6% of India's GNP — not a major influence. However India's acceptance of the Structural Adjustment Programme (SAP) means that aid is likely to rise sharply, giving international donors a much stronger role in shaping India's policies and future directions. Whether this will succeed in taking India out of its current crisis is unclear, particularly as the economies of the developed nations become increasingly protectionist.

Internally, the 45 years of democracy have seen a focus on the rural economy where 80% of the Indian poor continue to live. The building up of infrastructure in the 1950s and the ushering in of the Green Revolution in the 1960s went side by side with a difficult process of democratisation. However, political considerations and economic opportunism have led to a pattern of poverty reduction that is far from uniform. Particularly, the larger northern states lag

behind the rest of the country. Though the Indian Government will remain the biggest player in the development scenario in India, its ability to continue to focus its efforts on reducing social and economic disparities will decrease, at least in the short term, as market realities force cuts in targeted plan expenditure.

Several other change agents also play a critical role. Business is increasingly beginning to accept social responsibility, and with the fillip given by new economic policies, this trend is likely to accelerate. Similarly the role of the mass media in raising development issues, and even raising funds for calamities is growing. Satellite T.V has added to the growing awareness of development concerns. The pool of intellect with researchers and academics in India is vast, and their influence on national and international bodies is considerable. The 200 million-strong middle class presents an opportunity that is as yet only marginally realised.

The NGO sector in India is perhaps the largest and most diverse in the world. Though it has managed to exert considerable influence on key issues such as gender and environment, its fragmented nature has meant it has not been able to realise its full potential within India. It has largely failed to address macro issues that affect the politics of poverty. There are also more than 100 international NGOs operating in India, contributing about 15% of the total international aid coming into the country. Most of them focus on social development. They have advantages of scale over local NGOs, and because of their international experience and contacts, have the potential to be powerful advocates in influencing development thinking. However, most do not utilise this comparative advantage to any great degree.

The poor themselves, though regarded by the NGO sector as major change agents, remain fragmented and unable to control development processes that affect them. Many other socio-political formations whether it be political parties, religious groups or social movements have, in fact, played a major positive or negative role in the process of social development.

ACTIONAID India — A Self-Assessment

From 1972 onwards the ACTIONAID programme in India has evolved from support to institutionally-based children, through children's education and community development, to integrated rural development. Increasingly India, as in the case of other country programmes, has been given flexibility to define priorities and develop strategies that are appropriate to the local context. ACTIONAID India's strengths are its human and financial resources. A team of diverse, committed and professional people, along with a stable funding source, make for a strong base. Other advantages are our secular and non-partisan approach, and our international linkages — the last still inadequately exploited. Twenty-one years of working in India have given us a rich experience in targeting and working closely with communities. We have taken a leading role in working with disabled people, and in usage of project management systems including information technology.

On the other hand, our almost exclusive focus on micro project work has meant that we have not been able to pay attention to macro level factors and influences. The pressure for action, resulted in insufficient analysis and understanding of the underlying causes of poverty, and a seeming inability to learn from our own and others experience. Dependence on foreign funds constrains us from taking up certain issues, as does our relatively low profile in India. A major weakness is that we have little project presence in the areas of greatest concentration of poverty. Our organisational structure does not engender cross-fertilisation of ideas, and a single centralised office becomes an increasingly expensive option as we try to face up to issues in different regions where we work.

Vision, Mission and Values

ACTIONAID's perceived role in India is in complete consonance with ACTIONAID UK Director Martin Griffiths document "Moving Forward in the Nineties". We believe poverty is eradicable, and that this can be achieved not solely by transfer of financial resources, but in combination with sharing knowledge and ideas, and influencing the powerful. ACTIONAID India's mission statement is:

"ACTIONAID India exists to facilitate the empowerment of the poor in the process of social development."

The core values that the organisation in India hold are: empathy with the poor; pluralism; secularism; quality and excellence; integrity; and the development of human capital.

Analysis of Poverty

ACTIONAID India defines poverty as "the lack of access to, and control over, the social, economic and political resources required to meet basic human needs with dignity." We believe that poverty is a result of unequal distribution of, and limited access of the poor to, power and productive resources, and recognise that the poor are also weakened by divisions of caste, community, gender, language and religion. Factors at the micro and macro levels create a complex series of interlinked social, political and economic conditions that keep the poor in poverty.

The Situation Analysis points to the need for ACTIONAID India to address urban poverty and to focus in rural areas on the most backward regions. After identification of 360 most backward districts using secondary data, these were ranked on three objective indicators — under two mortality, female literacy and the proportion of ethnic minority population in the district — which are widely accepted as being fairly poverty sensitive and comprehensive. A qualitative analysis followed using the knowledge and experience of programme staff and a list of 118 districts for priority attention by ACTIONAID India was arrived at. These districts, which fall into seven geographical clusters, are located in nine states with a concentration in five of these — Madhya Pradesh, Uttar Pradesh, Bihar, Orissa and Rajasthan.

We are certain that this analysis gives us a fairly accurate indication of areas of maximum poverty concentration and that we should by and large target our future work at the micro-level in these areas. However, we will continue to honour existing commitments to our projects, most of which are located outside this priority belt.

The Strategy

Based on the belief that absolute poverty is eradicable, and that we have a significant role to play in this process ACTIONAID India's strategy consists of the following elements:-

- Micro project action, working directly with poor communities to address their poverty related needs, and to better understand poverty in order to address its generic causes.
- Influencing change agents through advocacy.
- Promotion and development of institutions which will help to empower the poor.

- Resource development through developing a HRD strategy, and tapping resources in India, particularly the corporate sector.
- Forming strategic alliances with other key players in the Indian context, particularly the NGO sector, government, and business.

ACTIONAID India's focus will be on Dalits, tribals and minorities, with attention to gender issues. Within this focus, thematic priorities will be Education, Livelihood Systems, Health, Disability, Emergencies, Urban issues, Corporate Partnership, and Management of Social Development Programmes.

Resource Allocations

To meet the strategic needs of the future, ACTIONAID India will restructure the organisation, in a phased manner. Two major divisions of Operations and Development Support will emerge from this. The opening of regional offices will make the programme more sensitive and responsive to regional issues and opportunities, as well as making the operations more cost effective. The Operations Division will be responsible for identification, management and support of all the project-related work at the community level, through a director and regional managers. The Development Support Division will consist of thematic units of Health, Education and Livelihood Systems, a Policy Unit for Research, Documentation and Advocacy, and a Training Unit to address HRD needs. The Disability Division will function as it is except that it will work in much closer coordination with the other units. The Corporate Partnership Division will take on responsibility for all communication materials, and will conduct the 21st Anniversary Celebrations in 1993. Other functions of Finance, Administration and Information Systems remain largely unchanged at this stage. ACTIONAID India plans an expenditure of over £15 million during the next 3 years.

The Challenge

We are aware that translating our vision and strategies for the future into action is going to be a mammoth task. Apart from changes required in our attitude and our internal functioning, there are bound to be conflicting pressures. The destruction of the Babri Masjid (mosque) in December 1992 by militant Hindus has reminded us of the fragile social fabric of the country, and with it the uncertainties which the future presents. Yet, we feel that this exercise has helped clarify the future directions. We need to now work on plans for operationalising the strategy.

ACKNOWLEDGEMENTS

This is not a customary piece to distribute credit and accept blame for this Strategy Paper. It is much more than that. This document is a product of the ideas and emotions of almost the whole of ACTIONAID India. It is a testimony to the team work that characterised the entire process of strategic planning. The list of people who have helped in formulating this Paper is too long to enumerate. I would simply like to thank each and every one of my colleagues, particularly members of the Strategic Planning Group, for their contributions.

Many of our partner NGOs wrote in with very useful comments. Our consultants, who helped in the Situation Analysis stage, and Dr. Rajesh Tandon and Dr. Samuel Paul, who continuously lent a valuable perspective to our work, deserve a special word of thanks. Thanks also to our colleagues in the U.K. who provided us with information on some aspects. And to Lina Payne in particular whose help at different stages was invaluable. Finally, I must state that it was Binu Thomas's untiring work in the formulation and production of this document that has helped it see the light of day.

Salil Shetty
Director

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ABBREVIATIONS

AFPRO	: Action For Food Production
AVARD	: Association of Voluntary Agencies for Rural Development
CAPART	: Council for Advancement of People's Action & Rural Technology
CARE	: Co-operative for American Relief Everywhere
CASA	: Church's Auxiliary for Social Action
CSP	: Country Strategy Paper
CWC	: Central Warehousing Corporation
EZE	: Evangelische Zentralstelle für Entwicklungshilfe
FAIR	: Foundation to Aid Industrial Recovery
GATT	: General Agreement on Tariffs and Trade
HEKS	: Hilfswerk Der Evangelischen Kirchen Der Schweiz
HIVOS	: Humanistic Institute for Cooperation with Developing Countries
ICAR	: Indian Council of Agricultural Research
ICCO	: Interchurch Organisation for Development Cooperation
ICDS	: Integrated Child Development Services
IGSSS	: Indo-German Social Service Society
IDA	: International Development Agency
SAP	: Structural Adjustment Programme
SPG	: Strategic Planning Group
SPW	: Strategic Planning Workshop
NIRD	: National Institute of Rural Development
NOVIB	: Netherlands Organisation for International Development Cooperation
NREP	: National Rural Employment Programme
NWDB	: National Wastelands Development Board
PRIA	: Society for Participatory Research in Asia
RLEGP	: Rural Land Employment Guarantee Programme
TARU	: The Action Research Unit
TRYSEM	: Training of Rural Youth for Self Employment
UNICEF	: United Nations Children's Fund
ULFA	: United Liberation Front of Assam
WFP	: World Food Programme
WG	: Working Group
VANI	: Voluntary Action Network India
VHAI	: Voluntary Health Association of India

CHAPTER I

PURPOSEBackground

There are several reasons why we felt the need to undertake a systematic review of our role and strategies. The global and national context in which we are operating have undergone substantial changes in the last few years. The most significant change has been the emergence of the 'democratic' market economy as the universal nostrum for growth and development. The success of the newly-industrialised countries and the collapse of the communist edifice have been accompanied by a steady cut-back in public expenditure in rich and poor countries alike. This has led to a redefinition of the role of both the state and markets, and consequently a rethinking on the role of non-governmental organisations (NGOs). International development agencies see NGOs as a cost-effective delivery mechanism in the non-state sector. In India, the role of the voluntary sector seems, on the whole, limited to delivering services to the disadvantaged. Few NGOs have been successful in contributing to the larger social and political processes in the country. With the launch of the Structural Adjustment Programme in India, overtures from the state to NGOs are already visible. There are therefore compelling pressures from the rapidly changing external environment for us to review our role.

There are equally important internal pressures demanding a review of what we should be and do. We have completed twenty years in India; in the last six years alone our financial resources have grown by six times, and in the next five years we are planning for a huge expansion of our work. So far, we have largely depended on annual operational plans, but in order to improve organisational effectiveness and optimise the larger resources that will be available, there is an urgent need for systematic strategic planning. As ACTIONAID in the U.K. is also going through a process of strategic review, it is an opportune time to undertake such an exercise.

Objectives

The primary purpose of this Strategy Paper is to determine the future directions for ACTIONAID India based on a careful analysis of the larger context in which we are functioning. The Paper aims to provide a basic strategic framework which can act as a foundation for planning and resource allocation. It lays down the boundaries for defining our scope and activities and seeks to identify areas of strategic competence of ACTIONAID in India and align them with the external environment such that we exploit our comparative advantage to the fullest. It helps us to integrate our work with communities at the grassroots level with interventions at the macro level. The Paper will also act as a basis for evaluating our actions over time.

This document is meant for both internal and external audiences as it provides the rationale for all our work. For the internal audience (including the Board of Trustees, donors, ACTIONAID staff in India and outside, and partner NGOs), it helps build a shared understanding of organisational priorities. For all external audiences it presents a comprehensive picture of ACTIONAID and its world view. The Paper is also expected to act as a significant input in the preparation of the Strategic Plan of the International Division of ACTIONAID. But more than anything else, it has helped instil a sense of ownership among the India team, in shaping the future course of ACTIONAID's work in the country.

CHAPTER II

METHODOLOGY

The entire strategic planning process was broken up into four phases as described below:

Preparatory Phase (March-April 92)

- ACTIONAID India reviews relevant internal documents and consults leading NGOs and academics to draft an Approach Paper.
- Approach Paper discussed with senior management in ACTIONAID India, external resource persons and ACTIONAID UK.
- ACTIONAID India forms Strategic Planning Group (SPG) comprising senior management (which was consulted on a regular basis throughout the exercise) to steer the CSP process.
- Approach Paper approved by SPG and all programme staff, and project partners.

Situation Analysis Phase (May-Sept 92)

- Two external consultants commissioned to identify areas of greatest rural and urban poverty respectively using poverty sensitive indicators specific to each setting; a third contracted to report on current and future poverty alleviation priorities in India of the government and international aid agencies.
- ACTIONAID UK and India teams interview a few multilaterals, bilaterals and INGOs which were outside the third consultant's brief.
- Consultants present their findings to our programme staff and senior management.
- On the basis of the findings of the rural poverty study, detailed studies of five most backward states commissioned.

Main Phase (Oct-Dec 92)

- First Strategic Planning Workshop (SPW 1) held in mid-October with the participation of most programme staff. The meeting's central aim was reaching a broad consensus, with the help of the consultants' reports, on the definition, causes and location of poverty in the country, and the role of other players. An initial attempt was made to identify our strengths and weaknesses, our role for the next five years, the strategic options, and the operational implications thereof. It was decided to constitute working groups to conduct in-depth studies into nine thematic areas (health, education, on-farm, non-farm, disability, AIDS, advocacy, urban poverty and emergencies). The working groups comprising our sectoral advisers, programme staff and project personnel were to consult internal documents (mid term reviews, project plans) and external ones (consultants reports, state profiles) and use external advisers wherever appropriate.

- SPW 2 involved about a dozen senior staff and Dr. Rajesh Tandon, an “outsider” with intimate knowledge of the Indian voluntary sector and theoretical and practical experience in organisational behaviour. Tandon reviewed the strategic planning process adopted by ACTIONAID India with a core group, and helped place our thinking in the larger country context. He also provided some ideas on organisational values and restructuring. Decisions taken were to call a meeting to articulate ACTIONAID India's core values and formulate a draft mission statement.
- A meeting was held with the non-programme staff of ACTIONAID India to enable them to contribute to the strategic planning process.
- SPW 3 was held to get feedback from ACTIONAID India programme staff who had not attended the two earlier workshops. Views were specifically sought on three restructuring options that had emerged out of previous discussions.
- A representative group of senior staff undertook the exercise of identifying ACTIONAID India's core values.
- Based on these values and the vision statement of ACTIONAID, a draft mission statement was prepared.
- SPW 4 in early December saw working groups make presentations on their thematic papers and receive feedback from a cross-section of programme staff. Views were expressed on amendments to the draft mission statement and a discussion also ensued on the core values draft.

Wrap-up Phase (Dec 92-June 93)

- Working group leaders fine tune their group recommendations with the overall roles, strategy and organisation structure discussed in the first three SPWs and submit final reports.
- SPG members discuss the emerging trends in the CSP exercise with our local NGO partners.
- SPG members with programme staff finalise geographical priorities and location of regional offices.
- Draft final report prepared by some SPG members and circulated to rest of ACTIONAID India senior management for comment.
- Review of draft with ACTIONAID UK.
- Draft presented at Asia Regional Conference in Dhaka.
- Further review with staff, project partners and key outsiders.
- UK Board Endorsement.
- Final document.

Limitations

- 1) The time frame for preparing the Strategy Paper was inadequate for an exercise of this magnitude and complexity, particularly as the strategic planning process often clashed with peak periods of routine programme-related activity.
 - 2) The logistical difficulties in coordinating the presence of programme staff hampered their full participation.
 - 3) We were generally constrained by the lack of adequate data on several counts. In particular, there is inadequate information on the likely impact of structural adjustment on the state's poverty alleviation efforts over the next five years and the implications for our own role.
 - 4) As we found it difficult to involve the communities directly in the preparation of the Strategy Paper, we had to fall back on mid-term reviews and plan documents that have been prepared with community involvement to address this lacuna.
 - 5) No gender framework or environmental analysis was used in preparing the strategy paper.
 - 6) Finally, at times it was felt that the lack of an agreed social change/development model for ACTIONAID India hampered the process of strategic planning.
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CHAPTER III

THE COUNTRY SITUATIONThe Paradoxes

With a population of 865 million (growing at 2.1% p.a) India is the second most populous country in the world and ranks sixth in land area. Its kaleidoscope of peoples, languages, religions, castes, etc, make it easily one of the most complex societies anywhere. Yet, since Independence in 1947 India has, unlike many other developing countries, evolved a sound democratic tradition through holding of regular and, by and large, free elections. The political space that exists for dissent in India is unique in the developing world and even puts it a cut above some of the so-called developed countries — particularly of Southeast and East Asia.

India is the ninth most industrialised country in the world with technical and scientific power to place its own satellites in orbit. The purchasing power of middle class Indians, some 200 million of them, would be the envy of any developing country. Indeed, it is these two factors that underlie the widely held view that India has the potential to turn itself into an economic tiger in the not too distant future.

Paradoxically, however, India is also one of the poorest nations with a per capita GNP of \$360. It ranks 134 out of 173 countries on the United Nations Development Programme's Human Development Index. More than a third of the world's absolute poor (i.e. over 300 million) live here. About 73 million children do not attend school, a similar number under fives are malnourished and 220 million people have no access to clean water, according to the UNDP (Human Development Report, 1993). India's human rights record has also come in for severe criticism.

Female literacy of 39.4% (1991 census) is among the lowest in the developing world. Yet in 1990, the Indian government spent a mere 2.5% of its budget on education (most of it for higher education); 1.6% on health. In contrast, neighbouring Nepal spent 10.9% and 4.8% respectively. Social spending may fall further in the wake of an economic recession, which has seen GDP growth fall from 5.6% in 1990-91 to 1.5% in 1991-92, and a crushing foreign debt of over \$70 billion — the third highest after Brazil and Mexico.

The Social & Political Scenario

Following the end of the cold war and the easing of international tensions, many developing countries have been busy encashing the peace dividend. India, on the other hand, has been going through the worst period of its 45 years as an independent nation. A deep economic recession, mounting social strife and weak political leadership threaten to turn the clock back on four decades of nation building.

Separatist agitations in Punjab, Kashmir and north eastern states have reached ominous proportions requiring significant use of the Indian army. Movements for greater regional autonomy as in Bihar (Jharkhand) and Assam (ULFA) have turned increasingly violent as the mainstream political process has failed to find answers to their problems. Inter-community bloodletting, an ever-present danger in a multireligious, caste-ridden society like India, has scaled new peaks of barbarity with the growing politicisation of religion. Witness the nationwide carnage following the destruction of the Babri Masjid (mosque) in Ayodhya by militant

SITUATION ANALYSIS

Hindus in December 1992. India's secular credentials and, with it, the unity of the country is under strain like never before.

These troubles have led to, and thrived on, the growing polarisation of Indian politics. Today it is difficult for any single party to command a majority in parliament — a far cry from even a decade ago when parliamentary majorities came easily. Successive minority governments since the late eighties have been more concerned with getting the parliamentary arithmetic right — which often means cutting deals regardless of principles in order to stay in power — rather than dealing decisively with the forces out to destroy the country's nascent nationhood. In a way, a vibrant Indian democracy appears to have become the victim of its own success.

The Economic Scenario

The crisis is equally acute in the economic sphere. The die was cast in the 1950s when India chose the path of Nehruvian socialism. The state was to attain the “commanding heights” of the economy through its leading role in industrialisation. High protective barriers were raised against foreign competition and a “licence raj” imposed to curb the rise of the private sector. These measures together with the perpetuation of state monopolies in key infrastructural areas like transport, steel, oil, communications, etc, fuelled inefficiency and made India a high-cost economy. On the positive side, planned development paved the way for broad-basing of industry and a high rate of domestic saving.

The oil shocks of the mid-seventies destroyed the dream of self reliance. Foreign borrowings became essential to pay for a mounting oil bill. A shift in the pattern of investment in the eighties from bureaucracy-directed to market-guided led to a sharp rise in production particularly of a variety of consumer goods, many with high import content. Even as GDP growth registered sharp rises in the mid-eighties, the domestic savings rate dropped. More importantly, exports failed to keep pace with imports and the balance of payments deficit widened.

The nature of debt also shifted during the eighties from long term soft loans to short term commercial borrowing. Between 1980-90, India's debt soared ten fold to \$70 billion. As servicing this debt became difficult, foreign loans dried up. The Gulf war aggravated the flight of capital in the form of non-resident deposits and the country was left with no choice but to restructure the economy through stabilisation and adjustment programmes in 1991 in return for funds from the IMF and the World Bank.

Unfortunately for India, it has had to go in for the Structural Adjustment Programme (SAP) — the success of which depends quite a lot on export-led growth — at a time when the world trade is becoming increasingly protectionist. According to the UNDP's 1992 Human Development Report, 20 of the 24 industrialised countries (the main markets for Indian goods) are more protectionist today than 10 years ago. India is increasingly finding itself between a rock and a hard place in pursuing its new policy of export-led growth.

Meanwhile the move to globalise the Indian economy is threatening to undermine India's hard-won food self sufficiency as cropping patterns show a shift from foodgrain to commercial crops. The diversion of cotton from domestic consumption to exports recently pushed up local yarn prices to such an extent that some weavers in Andhra Pradesh reportedly starved to death. The SAP-induced austerity drive has also led to cut-backs in state spending on social welfare, employment, etc, further fuelling social and political discontent and negating some of the gains of poverty reduction so far.

There is little doubt that the Indian economic system does require reform and SAP is helping bring about some of that. There are several public sector units which need to be privatised and even liquidated. At the same time the maze of rules and regulations that guide investment and trade in India need to be sharply reduced. But clearly what India does not need — but which seems to be happening nevertheless — is a complete switch to laissez-faire and unrestrained competition. While the government continues to mouth its commitment to planning, in practice it is moving rapidly ahead — under pressure from international lending institutions — with the globalisation of the Indian economy. The Planning Commission has been completely marginalised in the process.

For India's poor the new found reliance on the market is likely to be a mixed bag. SAP promises targetting welfare goods and services to the poor and cutting down of state inefficiency. Markets could also neutralise the crippling effects of caste and community in India. On the other hand, it might accentuate inequities in the distribution of incomes and wealth. Investment that is dependent on market forces tends to be directed at areas where profits are high such as high priced consumer goods which cater to the needs of a small section of the urban elite. In the event, investment in the basic needs of poor, which is an economically unattractive proposition for the market, could be ignored.

State of the Poor

One of the most enduring development debates in India has been on defining poverty and computing poverty aggregates. The Government of India defines the poverty line as the per capita monthly expenditure of Rs.49.09 in rural areas and Rs.56.64 in urban areas at 1973-74 prices corresponding to the per capita daily calorie requirement of 2400 Kcl in rural areas and 2100 Kcl in urban areas. According to the latest available official estimates, in 1987-88 a total of 237 million (196 million in rural areas) people in India were below the poverty line. This accounted for 29.2% of the total population — comprising 33% of the total rural and 20% of the total urban population. World Bank estimates placed this figure at 40% or 322 million in 1988. The headcount ratio as a poverty measure has been severely criticised and many more sensitive alternatives looking at the intensity of poverty and intra-poor distributional inequalities have been proposed.

Notwithstanding the methodological wranglings, there are certain facts on poverty in India on which there is little dispute. The most disconcerting one is that India has the largest concentration of poor in the world. The second, more reassuring one, is that the incidence of poverty after the late seventies has seen a significant decline. However, the average population growth rate of about 2.1% (1980-89) on a large demographic base slows down the rate of decline in terms of the absolute numbers below the poverty line.

Poverty in India has a clear spatial bias. The most striking one is the concentration of poverty in the central and eastern belts, with four states accounting for about 40% of the country's population, being at the bottom of the pile in all respects:

Population Below Poverty Line (1987-88)

India	29.20%
Bihar	40.74%
Orissa	37.90%
Madhya Pradesh	36.45%
Uttar Pradesh	33.00%

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Another aspect is the phenomenon of urban poverty. In the 1991 Census, it was found that 25.72% of the population lived in urban areas. In 1987-88, official estimates placed the number of urban poor at 42 million — a figure which is said to grossly underplay the size of the problem. With the projected growth in urban population, and the high social costs of adjustment which will have to be borne by the urban poor, urban poverty is becoming a matter of serious concern.

Cutting across regional disparities, the bulk of India's poor belong to particular social groups which suffer from multiple burdens, and are clearly the most vulnerable. Scheduled castes (Dalits) and scheduled tribes (ethnic minorities), Muslims (religious minorities) and women in general are the worst affected. In 1983-84, while the overall poverty ratio was 37.4%, the poverty ratio for scheduled castes (SCs) and scheduled tribes (STs) both in urban and rural areas was between 10-20 percentage points higher. Not only do SCs and STs comprise the hard core of India's poor, their proportion in the total poor has actually grown in recent times.

Proportion of SCs/STs Among India's Poor		
	1977-78	1983-84
Scheduled castes	21%	22%
Scheduled tribes	14%	15%
Combined	35%	37%

Occupationally, these groups comprise agricultural labourers, marginal farmers, rural artisans and non-agricultural wage earners. Disaggregated data on the poverty of women and other minority groups is not available. But micro-studies on the poverty status of female-headed households and Muslims have confirmed that they are among the worst-off groups.

Even if other criteria like the employment, health, nutritional, and educational status of the poor are considered, the overall patterns are quite similar to what has been presented above.

CHAPTER IV

ROLES AND RESPONSES OF CHANGE AGENTS

In a large and complex society such as ours, there are many actors involved in the process of bringing about social change and addressing the mind-boggling problem of Indian poverty. We have tried to analyse the roles and responses of those whom we consider the most important "change agents" in the country.

Indian Government

The Indian government is by far the biggest purveyor of development in the country. The adoption of a centrally planned model of development led to the establishment of the Planning Commission in 1950. Since then, an interventionist state has played a leading role in designing, funding and implementing development programmes. The broad objectives of development over the last four decades have been two-fold — to provide a framework for economic growth, primarily through large public sector investment in infrastructure and promotion of private enterprise; and given the limitations of trickle-down theory, to use the surplus generated by growth to fund targeted programmes aimed at reducing poverty.

Some of the strategies pursued in poverty reduction have included, service provision in the form of health, education, etc, subsidising of food and credit, employment generation, and land reform which, with the exception of West Bengal and Kerala, has been largely unsuccessful as evidenced by the fact that a mere 10% of the rural rich continue to own 56% of arable land in the country. A large number of institutions catering to research (eg: ICAR), training (NIRD), production promotion (NWDB), storage (CWC), etc, were set up by the central and state governments to aid poverty reduction efforts.

Given the spatial distribution of Indian poverty (80% of the poor live in villages even today) the government's focus has been rural poverty reduction with agriculture, the main source of income for the poor, receiving special attention. The Community Development Programme of the early 1950s emphasised improvement of village-level infrastructure and boosting agricultural output. In 1961 followed the Intensive Agricultural District Programme, which laid the foundations of India's Green Revolution.

Side by side with these economic measures the government made an attempt to tackle poverty by promoting institutional pluralism at the grassroots level. The early 1960s saw the Panchayati Raj — under which villages were to become self-governing — come to be accepted as a national model. But the experiment failed due to the machinations of the rural elite and of state governments which were reluctant to devolve power.

Interestingly, in late 1992 the Indian parliament voted to amend the constitution to make it mandatory for states to have elected rural panchayats (municipal authorities in urban areas) with sizable representation of socially backward groups. But with state assemblies given the right to lay down the powers of these local bodies, their effectiveness remains a matter of conjecture.

While the Green Revolution of the mid-sixties did much to improve food availability, its emphasis on well-endowed districts increased disparities within regions and between rich and poor farmers. The government then began experimenting with a target-oriented approach. However, the Small Farmers Development Agency started in the early seventies to channel subsidised credit (major banks were nationalised in 1969) to the poor failed to make an impact.

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The late seventies saw the government attack poverty with renewed vigour. First came the Integrated Rural Development Programme, which gave priority to scheduled castes, tribes and to women in receiving credit with a capital subsidy to make productive investments in income-generating assets. In rapid succession came self and wage employment programmes such as TRYSEM, NREP, RLEGP, etc. These programmes, despite major problems of targeting and bureaucratic rent seeking, did help reduce the percentage of those below the poverty line quite significantly.

But the pattern of poverty reduction has been far from uniform. The states of Bihar, Uttar Pradesh, Madhya Pradesh and Orissa, which have the largest concentrations of absolute poor in India, have lagged behind. Poor state finances are *inter alia* an important reason. While the central government currently contributes 70% of expenditure on rural development, the states have to bear the brunt on agriculture (79%) and social services (56%). There has also been some bias against opposition ruled states in distribution of central resources.

During the VIII plan (1992-97), the government's major strategy for poverty reduction is expansion of rural employment. The plan provides for a 204% real increase in expenditure over the VII plan to Rs 236 billion (\$7.8 billion) — 68% of planned spending on rural development. Soil and water conservation and crop husbandry — which together account for 52% of plan spending in agriculture — have had their outlays hiked by 90% and 71% respectively. In social services while increases are planned in general education (115%), urban development (79%) and health (40%), expenditure on nutrition will be cut by 37%.

Good intentions notwithstanding, these hikes appear increasingly unlikely to materialise as the country adopts austerity measures prescribed under SAP. The government — in a bid to meet fiscal deficit targets set by the IMF and the World Bank — is pruning expenditure instead of hiking it. The outlay on rural employment was pared from Rs 21 billion in 1990-91 to Rs 20.5 billion in 1991-92; on rural water supply from Rs 7.6 billion to Rs 4.6 billion; on land reform from Rs 346 million to Rs 250 million. Although outlays have since been hiked in the 1992-93 budget, thanks to a \$ 500 million safety net loan from the World Bank, the outlook for achieving plan expenditure targets is not promising.

These cuts signal a more fundamental shift that is taking place in the government's priorities. The state's redistributive role, which has underpinned the Indian development effort so far, is taking a backseat to wealth creation. Commercial agriculture with its export potential is gaining primacy over food production. Rich farmers with fertile lands are likely to be the main beneficiaries. Foreign investment — which essentially flows into the modern sector of the economy and tends to reinforce existing disparities vis-a-vis the traditional sector — is being actively promoted. The market mechanism, long regulated as it discriminates against the resource poor, is being freed as evidenced by cuts in fertiliser, food and other subsidies.

Overall, with structural adjustment, the government's role in development is shrinking. The era of planned development appears to be drawing to a close as market forces increasingly determine investment priorities. In the short run these developments will set back the process of poverty reduction, as the country goes through the J-curve phenomenon. But the more optimistic among them hope that the economy will turn around quickly and generate surpluses thereby enabling the state to continue with its leading role in poverty reduction.

International Governments

The international commitment to the development of non-industrial countries is over four decades old. In recent years, the Organisation for Economic Cooperation and Development (OECD), representing the rich and powerful nations, has been channelling over \$50 billion annually to the South as development assistance. Some of it comes in the form of bilateral (government to government) aid, and the rest is routed through multilateral channels such as the UN agencies and the World Bank.

During the three-year-period 1988-90, India received nearly \$9 billion from official donors. The largest among these was the World Bank, which provided \$4.1 billion or around 45%. The Bank's sister institution the IDA accounted for 21%. The share of bilaterals was about 27% led by Japan (9.5%), the U.S. (4.1%), Netherlands (3.1%), Sweden (2.6%) and the U.K. (2.5%). Among the multilaterals in the UN system — which contributed just under 7% to the total — the largest donors were UNICEF (\$245 million or 2.8%) and WFP (1.2%).

The World Bank and IDA are the largest official funders in such poverty sensitive segments as area development (83%), social development (62%) and agriculture (58%). The IDA also spends more on health (\$222 million during 1988-90) than UNICEF does (\$159 million). In disaster management, the US government is the undisputed leader accounting for over 50% (including the spending of CARE) of all international assistance in this field.

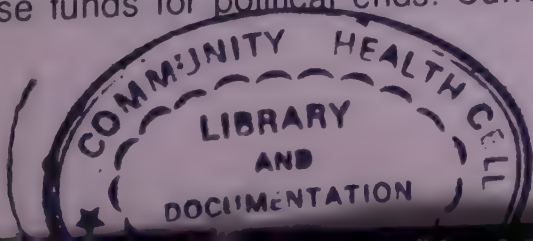
In human resource development, where the bulk of the expenditure is directed at higher and technical education, there is very little investment by official donors. The IDA directs 1.9% of its funding to HRD making it the biggest player in this segment, followed by the UK, which has a major involvement with the Andhra Pradesh Primary Education Project (see Annexure II for details of multilateral and bilateral assistance during 1988-90).

Official aid, according to the World Development Report 1992, constitutes a mere 0.6% of India's GNP. It has not therefore had a major influence — as in many African and Latin American countries — on the government's development strategies.

No aid is unconditional and official aid — most of which comes in the form of loans — is often driven by political and business priorities of donor governments rather than by the needs of the recipients. Despite India's shocking poverty, less than 25% of all official aid to India is poverty-focused (i.e. in the areas of primary health, primary education, drinking water & sanitation, agriculture and area development). A lot of official assistance, particularly glaring as in the case of British aid, is tied to the purchase of goods and services from the donor country — goods that are often unsuited or inessential to the requirements of developing countries.

Official donors, to be fair to them, are sometimes constrained by the investment opportunities accorded by governments in developing countries. The Indian government has favoured the use of official aid to develop the modern sector of the economy, while using internal resources to strengthen the traditional sector on which the poor largely depend. Among the reasons cited for the low investment by official aid agencies in primary education (0.05% of total funds) has been the long standing reluctance of the Indian government to open this sector to them.

All official donors, except the World Food Programme, have to channel their funding through central government agencies. This gives the government the opportunity, if it so wishes, to use these funds for political ends. Currently, the central and eastern regions which have the



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largest concentrations of the poor, receive far less aid than the relatively better off south and west. This is partly due to the bias New Delhi has against opposition ruled states, many of which are in central and east India; but perhaps more due to the fact that the west and south are more attractive to official donors as they are less strife-torn and have bureaucracies that are relatively more efficient aid spenders.

However, with India going in for SAP in 1991, the demand for official aid is bound to rise sharply. With it will increase the leverage official funders have in determining the government's use of their funds. The percentage of international aid to public sector development expenditure during the VIII plan (1992-97) is expected to be 7.7% against only 4.5% during the VII plan.

Already, the World Bank has, thanks to SAP, acquired a major say in Indian development policy formulation. International donors have an unprecedented opportunity to shape the future direction of the world's largest democracy and of one of its most promising economies. But whether they will be able to put India on the high road to progress would depend to a large extent on whether they can place the country's interest, particularly of its poor, above the interests of their home governments and big business. If the experience of Africa during the eighties is anything to go by, that may be asking for a bit too much.

Business

Indian business represents a potentially powerful change agent in poverty reduction. Recognising this, the government announced in early 1992 a 100% tax break on profits reinvested in specific projects relating to drinking water supply, school buildings, housing for the poor, etc.

But even before the latest incentives, several companies in both the public and private sectors had taken the plunge. The most common approach adopted by companies has been of welfare where they meet the basic needs of a few villages near their factories — often of those which provide their work force. But some corporations have taken a more enlightened and long-term approach. Lipton's integrated rural development project at Etah in Uttar Pradesh — which originated with a need to increase milk supplies to the company's dairies — now covers health, agriculture and income generation activities in some 250 villages.

Such involvement has received a fillip with the inauguration in 1991 of the Indian chapter of the Prince of Wales Business Leaders Forum. The PWBLF, which was launched in 1990 by UK's Prince Charles with some 100 business leaders from 13 countries in attendance, aims to promote good corporate citizenship. The Indian forum — which will facilitate business involvement in rural development — has brought together members of the Confederation of Indian Industry and leading NGOs.

Quite clearly business believes the best way to get involved in poverty reduction is by working in partnership with NGOs. But it is not a one-way relationship. Increasingly Indian NGOs are moving to tap companies for funds and technical assistance in such diverse areas as management information systems, and water and sewage management.

Opinion Shapers

a) Media

The mass media is an important vehicle for poverty reduction. It helps inform and shape

responses of major change agents like the government on issues concerning the poor. Media coverage proves particularly valuable at times of natural disasters such as the 1991 earthquake at Uttarkashi in Uttar Pradesh. Several Indian newspapers took the initiative to mobilise funds from the public for providing relief to the victims. Internationally, the televising globally of concerts such as Live Aid has not only helped raise funds for victims of famine in Africa, but refocus the attention of the world on the problem of poverty.

The Indian print media now devotes more space to development stories. The Indian Express, the country's most widely distributed English daily, started a weekly development news page in 1991. With India in the midst of a satellite TV-led media explosion millions of Indians are now being exposed to global development issues. As awareness is the first step to finding a solution, the enhanced media coverage will greatly aid the cause of poverty eradication.

b) Researchers/Academics

With the second largest pool of technical and scientific talent in the world, India has no shortage of skilled people who can be harnessed to find solutions to the problems of poverty. Unfortunately a lot of the talent wastes in government-funded academic and research institutions where there is little incentive to be innovative; the best among the rest simply leave the country. Even so, researchers play an important role in the fight against poverty through basic research in such areas as agriculture, health, energy, etc. Academics too play an influencing role in major institutions such as the Planning Commission and the Prime Minister's Economic Advisory Council and internationally in such bodies as the World Bank.

The Middle Class

One of the most important features of the Indian development scene over the last decade has been the growth of a strong and prosperous middle class, now believed to be 200 million strong. From its ranks come increasingly politicians, bureaucrats, academics, businessmen, etc, all of whom have a key role to play in eradicating poverty. NGOs have recognised the growing importance of the middle class in development. Some like Child Relief and You (CRY) have — like their counterparts in the West — started successfully tapping them for funds. Internationally NGOs have enlisted the support of ordinary citizens to pressure governments, banks, etc on various poverty-related issues. The present role of the middle class in combatting poverty in India may appear insignificant, but the potential is there and growing.

The Poor

Traditionally, the poor themselves have been seen, especially by the voluntary sector, as a major engine of social change. Unfortunately, their contribution to the development process remains outside the pale of conventional measures such as GDP. As things stand, the poor have little control of the overall development process and are a highly fragmented lot. Using the strength of their numbers would require a careful process of education and organisation before they are truly empowered to bring about social change on a significant scale.

Socio-political Formations

In the mainstream of the socio-political process of the country are organised institutions such as political parties and their affiliates (trade unions, students unions, etc.), and religious movements. Even where they operate with honourable intentions, most of these institutions have only succeeded in using and dividing the poor for electoral gains. The so-called "class-

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based" organisations have largely restricted themselves to serving the short-term interests of organised industrial workers and large commercial farmers. Most of these organisations are themselves controlled by upper caste-class groups and steeped in rent-seeking practices. However, it has to be recognised that on specific issues pro-poor postures are adopted by these groups.

It is not surprising therefore that many of the poorest sections of Indian society — the Dalits, tribals, backward castes and minorities — have had to find alternative channels to protect their interests. In recent times, the divide between Hindus on the one hand and religious/ethnic minority groups like tribals, Sikhs and Muslims on the other, and the cry for regional autonomy, has seen the emergence of several movements like Jharkhand, ULFA, etc. Issue-based movements to counter the ill-effects of large "development" projects like the Narmada dam and the Balliupal nuclear testing range are also gaining in strength. Youth clubs and other local associations have long been championing various causes. An organised women's movement is not visible on a national scale although there are extremely articulate women's political organisations operating out of several urban centres. The human rights movement is also in a rather nascent stage compared to the West and some other developing countries like the Philippines.

In general, voluntary organisations have not worked in collaboration with any of these groups. This is because of a combination of reasons: legal restrictions on engaging in party political activity (using foreign funds), the general disillusionment with the mainstream political system, and the belief that NGOs should concentrate on local actions and local issues. However, in recent times, alliances are being built with socio-political formations like Dalit, tribal, environmental and human rights movements.

Non-Governmental Organisations

a) National NGOs

India has perhaps the largest and most diverse national NGO presence in the developing world. No single authoritative source of data is available on the NGO sector in India but it is estimated that there are about 12,000 active registered NGOs in the country.

The roots of voluntary action in India are closely intertwined with religious/reformist movements, and the struggle for political independence. After the formation of the first national government in independent India, most voluntary agencies that had been inspired by Gandhi were seen by Nehru as allies in national development. The Church continued to be a significant purveyor of relief and welfare services. The failure of trickle-down economics and of the orthodox Left parties saw the emergence of the Naxalite movement in the late sixties and early seventies. And with this came the more radical form of NGO action with neo-Marxist leanings. Social action groups rapidly multiplied with the growth of the JP movement and other student movements. At the same time many NGOs started "development" activities with the realisation that the anti-poverty programmes of the state did not reach the poor.

The curbing of democratic rights with the clamping of the state of Emergency in the mid-seventies only resulted in further strengthening voluntary action in India. The promulgation of the Foreign Contributions Regulations Act (FCRA) in 1976 and the incarceration of several NGO leaders rallied progressive forces across the country. The short-lived Janata regime that followed was extremely supportive of NGOs. On the whole, the seventies saw a large expansion of NGO activity in the country, particularly of agencies working to conscientise the poor.

Building on the strong foundations of the seventies, the eighties saw a quantum jump in the number and type of NGOs. Many of the "development" NGOs scaled up their activities and began working much more closely with the state system. A new breed of techno-managerial NGOs and individuals with high visibility came on the scene. NGO networks like VANI and AVARD, and support organisations like VHAI, PRIA and AFPRO gained in strength as the need for training, research and advocacy became obvious. Local fundraising NGOs of national scale like CRY were a new phenomenon. The eighties also saw several attempts by the state to regulate the voluntary sector — the Kudal Commission, the amendments to the FCRA and IT Acts, and the subsequent use of the FCRA to curb NGO activities are a few examples. At the same time, the Seventh Plan (1985-90) recommended that Rs.1000-1500 million of Plan expenditure be used in collaboration with NGOs. CAPART was created with a budget of Rs. 250 million to support NGOs. While the Congress Government created the position of a consultant to the Planning Commission from the voluntary sector, during the Janata Dal Government several people closely connected with the NGO sector became full members of the Planning Commission.

The nineties have been characterised by a recognition within the state system, goaded no doubt by official aid agencies, that there is a need to put the voluntary sector in India to much greater use in reaching development goods and services to the poor.

The voluntary sector is a critical component of the pluralistic democratic civil society in India. It has helped focus on issues such as gender, environment, people-centred development, and build alternative institutions of the poor. It has thrown up cost-effective and innovative approaches to development in health, education, natural resource management and many other areas. It has also effectively cared for the disabled and the destitute. The work of the voluntary sector in India in providing emergency relief is widely acknowledged.

However, NGOs continue to be on the periphery of development action in the country. The criticism of being scattered and isolated islands of excellence is quite often hard to refute. Led by charismatic individualistic leaders, NGOs often have a holier-than-thou attitude. This partly explains why the voluntary sector is highly fragmented and difficult to network and unite, unless under threat. Dependency on foreign sources and the government for funding is certainly a constraint. With the mushrooming of NGOs, accountability issues are also becoming a serious concern. Unfortunately, like most other institutions in India, even NGOs are controlled by upper caste-class groups with few genuine NGOs headed by women or muslims. But the most serious problem is that on the one extreme a large proportion of NGOs work on very specific local issues without much concern for macro-structural issues that underlie the political economy of poverty, and on the other extreme the few NGOs working on macro-level issues, attempt to influence public policy without having much contact with ground realities.

b) International NGOs

Unlike international governments which direct their aid overwhelmingly at the modern sector of developing economies, international NGOs (INGOs) concentrate on the traditional sector and on direct poverty reduction. Annual inflows into India from INGOs is believed to be in the region of Rs 3.5 - 5.0 billion (\$110-160 million) although it is estimated that the private international aid coming through formal channels each year into the country is around Rs.10 billion. This is a significant proportion (15%) of the total international aid flowing into the country.

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It is estimated that there are over one hundred INGOs operating in India, largely through local partners. Most of these have small annual budgets and no offices or staff in India. As there is no reliable source to provide information on foreign funding in India (that is accessible to the general public), we directly contacted what are known to be the major INGOs working in India. The biggest of these by far seems to be EZE, the German protestant church agency, which spends some DM 30 million (about Rs 570 million) a year. Child sponsorship agencies like Christian Children's Fund and Plan International are also in the big league, spending between Rs 200-400 million apiece annually. Large church-based NGOs include, apart from EZE, ICCO and World Vision (between Rs 150-250 million each). Other relatively large players include ACTIONAID, NOVIB, Save the Children, IGSSS and Oxfam — all of which spent in the region of Rs 100-150 million each during 1991-92. In the Rs 50-100 million league come INGOs like HIVOS, CASA and Aga Khan Foundation.

Most INGOS tend to focus on social development involving health, education, natural resource management, gender, credit, etc. Emergency relief is a priority area with some and AIDS is gaining in recognition as a problem that needs to be addressed at the grassroots level. Smaller INGOs like Australia's Community Aid Abroad and the Switzerland-based HEKS accord importance to rights and social justice issues. However, in general, very few INGOs in India systematically support advocacy work aimed at removing institutional and policy constraints to poverty reduction. Oxfam has recently indicated that it plans to become proactive in this area.

Like their official aid counterparts, many INGOs exhibit a spatial bias — even if less pronounced — by working more in the relatively better developed south and west of the country. But an increasing number (EZE, World Vision, Plan International, etc) have indicated they will in the coming years shift their work more towards the north and east — regions which have the largest concentration of the absolute poor but are politically volatile and have fewer well-developed local partners.

INGOs tend to have scale advantages over local ones in terms of the number of projects they help design, fund, evaluate, and (in few cases) operate, both within a country and across countries. EZE has some 200 partners in India; World Vision 562. Oxfam has operations in dozens of countries world-wide. Such numbers would make them increasingly attractive at a time when both official donors and national governments are seeking increased involvement of the NGO sector in development efforts. Their vast range of experiences have also made INGOs potentially powerful advocates for influencing development thinking, particularly of change agents at the international level. At the same time, INGOs have been criticised for promoting donor-driven development priorities and bulldozing smaller local NGOs. The fact that, in comparison to most national NGOs, INGOs offer much higher compensation packages is still a live issue. The state machinery is often wary of dealing directly with INGOs, although there are clear signals that this is likely to change in the future.

CHAPTER V

ACTIONAID INDIA - A SELF-ASSESSMENT

Evolution

In order to understand the organisational character of ACTIONAID today, it is imperative that the history of the institution is carefully studied. In 1993, it entered its twenty-first-year of operation both internationally and in India. For purposes of analysis the evolution of ACTIONAID in India — the first country programme of ACTIONAID — could be classified in three phases as follows:

ACTIONAID India's Past		
Phase	Period	Focus
I	1972-80	Support for Institution-based Children
II	1981-85	Children's Education + Community Development
III	1986-91	Integrated Rural Development

Phase I

With child sponsorship as the sole funding source, the first phase of ACTIONAID's work in India concentrated on welfare activities such as subsidising the food, clothing and educational costs of children in hostels. The work was largely carried out through voluntary organisations, many of whom were linked to the Church or were of the Gandhian/Sarvodaya ilk. Although the programmes focused primarily on slightly outdated models of institutional child care, the quality and accountability of the programmes seemed to be of a high order.

Phase II

The second phase gave much greater emphasis on children's non-formal education and saw ACTIONAID develop distinctive competence in this area. There was some attempt to graft community development activities on to education programmes.

1985 saw two major reviews of ACTIONAID's work in India. One of them was conducted by an external management consultancy group FAIR and another by a team of ACTIONAID staff from India and overseas. The task was to help ACTIONAID India to cope with growth from a small informal group to a medium-sized professional NGO. The FAIR study revealed that in 1984-85 the India programme was supporting 109 partners with 26776 sponsored children. Nearly 60% of partner NGOs then had Christian-affiliations (currently less than 5% are church-linked). Interestingly, at this stage over a third of the total funding of about Rs.28 million was focused on the backward states of Bihar, M.P., U.P. and Rajasthan — monitored from a regional office in Delhi. FAIR's recommendations were on improving managerial efficiency through organisational restructuring and improved systems. On the whole, 1985 was a difficult year for ACTIONAID both in India and the U.K.

Phase III

However, with new leadership taking charge of ACTIONAID in the U.K. several major changes in strategy were announced in 1986 — most of them stated in the document "ACTIONAID's Approach to Rural Development". The most significant change was the move towards long-

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term multi-sectoral attack on poverty at the community level, in fewer locations and with substantial sums of money available per capita to bring about measurable reductions in poverty. A major advance was the clear commitment made to instilling professionalism in programme design, implementation and evaluation.

The India programme had to undertake a major and fairly traumatic restructuring exercise by withdrawing support from about 100 partners who were primarily running children's education programmes and redirect its major funding to about 20 partners who were ready to scale up and run multi-sectoral programmes. Professional staff were gradually inducted into the organisation with specialised skills in management, public health, agriculture, disability, finance, computers, etc. In four locations, ACTIONAID India staff were seconded to local NGOs to directly run projects which could become centres of excellence. A specialist team was created to deal with projects working with disabled people. In spite of the many positive gains made in this phase, policies to operationalise the approach were introduced in an incremental and rather opportunistic manner and the last few years saw a gradual centralisation of decision-making creating many tensions within the organisation as a whole.

This led to a change of management in the U.K. and a process of serious introspection. Increasingly, country programmes are being given the opportunity to define priorities and strategies that are appropriate to the particular conditions obtaining in their context.

Strengths & Weaknesses

The analysis of ACTIONAID India's strengths and weaknesses is a critical step in the process of reviewing our role for the future. While we intend to consolidate and build on our existing strengths, the identification of weak areas will help us plug these in the next few years.

Strengths

Our major strength has been identified as our resource base — both human and financial. We have today a team with a wide range of skills and experience — consistently displaying a strong commitment to our mission, to quality, and to accountability. Equally important, we have a long-term and relatively stable funding source in the sponsorship mechanism. Within the organisation, individuals have consistently been given enough space to use the available resources in a responsible manner.

ACTIONAID is known as a secular, non-partisan organisation — something which is of critical importance in the Indian context. The fact that ACTIONAID India is part of a large international NGO is a comparative advantage which has not been adequately exploited in the past. That we have successfully worked for the last twenty years in close collaboration with the Indian voluntary sector is also a strength of considerable significance.

In terms of our track record on the programme front, ACTIONAID India has displayed clear strengths in supporting and implementing long-term development work at the rural community level — particularly in the field of children's education. To a large extent, we have also been successful in identifying and targeting the poor and working quite closely with communities. In doing this, we have developed considerable expertise in project management — particularly planning and budgeting, and monitoring and evaluation. ACTIONAID India's practical demonstration of using participatory rural appraisal and other such methods in programme design is now widely recognised. A valuable niche which we have carved out for ourselves is in

working with people with disabilities. Another area where we have some distinctive competence in the voluntary sector in India is in the usage of information technology for decision-making.

Weaknesses

The most important lacuna in ACTIONAID India's work is the almost exclusive focus on micro-project action at the rural community level. This stems from the understanding that poverty can be best addressed within a small defined geographical boundary and the assumption that village communities operate in a more or less closed system.

The real problems however lie in the excessive thrust on action without an adequate and truly 'integrated' framework of analysis of the fundamental causes of poverty. ACTIONAID India is neither being fully responsive to the larger socio-political dynamics in the country nor making full use of the various change agents who are involved in this process. We do not seem to be learning enough from either our own or other's experiences in making substantive contributions to poverty eradication.

Our project-level multi-sectoral approach has led to ACTIONAID becoming more of a 'generalist'. Even the expertise that we had built up in children's education seems to be slowly slipping away. Another major weakness is that ACTIONAID India's project work has little or no presence in several parts of the country such as central and eastern India which have the largest concentration of poverty.

There are also different areas of concern with relation to our funding source. Although unlike most other international NGOs, ACTIONAID India is not perceived as a foreign agency in the Indian voluntary sector (largely because it is managed by national staff), exclusive dependence on foreign funding places constraints particularly on taking up issues which will upset vested interests. While this is not seen as a major problem, the expectations of individual donors to provide direct benefits to children could potentially conflict with the need to widen our work outside the micro-project context.

ACTIONAID India has quite consciously adopted a low profile. This shyness has managed to keep us out of controversies that accompany higher visibility, but the disadvantage is that we are not known to many even within the voluntary sector, let alone in other important quarters.

In addition, several weaknesses have been identified with respect to our role, strategy and structure. Our attempt at providing both financial and technical assistance seems to have caused some confusion in roles. Much more attention needs to be paid to our relationship with partner NGOs. Not enough effort has been put into articulating our values and long-term strategy. The way in which we are currently organised does not engender cross-fertilisation of ideas across divisions and projects. This is particularly true in the case of the Disability Division. The support divisions such as computers, finance and sponsorship administration need to be toned up to meet the increasing demands being made on them. Having one single central office keeps us isolated from the issues which emerge in the regions where we work, and is increasingly becoming a more expensive option. Also, the attention that we have paid in the past to human resource development of ACTIONAID India staff has been grossly inadequate.

CHAPTER VI

VISION, MISSION & VALUES

Vision

The vision of ACTIONAID as an international organisation which believes that absolute poverty is eradicable has been well articulated by the Director, Martin Griffiths, in the document "Moving Forward in the Nineties". ACTIONAID will use the experience gained in working with poor communities in different parts of the world (in long-term development projects and emergency response measures) to influence the actions of the powerful. In order to do this, ACTIONAID will have to play an active role in transferring not only financial resources but also knowledge and ideas. As a pragmatic and professional organisation, we will work closely with others who share our vision. Growth, without compromising on quality, is a prerequisite for ACTIONAID to be recognised as an organisation with distinctive experience and authority. Most importantly, ACTIONAID puts the poor in the centre of the development process — a commitment which allows us to experiment boldly and embrace error.

The vision of ACTIONAID international is in complete consonance with the way in which ACTIONAID perceives its future role in India.

Core Values

One of the weaknesses of ACTIONAID India identified in the earlier sections was the lack of clearly articulated values. This statement of core values, which has been formulated during the strategic planning process, is meant to be a touchstone which will govern all our thoughts and actions. It has been made explicit in order to clarify the foundations from which our mission statement and strategies have been formulated. It is recognised that not all current practices within the organisation reflect these values, and would therefore require review. ACTIONAID India's core values are:

- **Empathy with the poor:** Our most important core value is our empathy with the poor in fostering social justice and equity. We reflect this sensitivity and concern for the poor in all our work. It is this commitment that gives us the courage of conviction to place the interests of the poor before our individual and organisational interests.
- **Pluralism:** We are an organisation which respects different points of views and supports the process of democratisation (giving people choices) at all levels.
- **Secularism:** As a secular and non-partisan organisation, we do not discriminate on grounds of religion, caste or creed.
- **Quality & Excellence:** Our belief in achieving results with rigorous quality standards makes us a learning organisation with the highest regard for efficiency, effectiveness and innovation.
- **Integrity:** Honesty and integrity (intellectual and financial) in all spheres of our work is central to our existence. We believe in being fully accountable and transparent in our functioning.

- **Human Capital:** Our most important asset is our professional and committed human capital base. We will continue to value and nurture individuals in meeting organisational goals and in contributing to human resource development in general.

Mission

The international mission statement of ACTIONAID provides the overall framework within which we operate: "ACTIONAID exists to help children, families and communities in the world's poorest countries to overcome poverty and secure lasting improvements in the quality of their lives".

During the strategic planning process, a need was felt for a country-specific mission statement to operationalise the international vision and mission statements of ACTIONAID, and to reflect, as accurately as possible, our proposed role for the future. The new mission statement of ACTIONAID India, therefore, reads as follows:

"ACTIONAID India exists to facilitate the empowerment of the poor in the process of social development."

- As facilitators ACTIONAID India will concentrate on capacity building whether it be of institutions of the poor, partner NGOs or other change agents.
- Empowerment signifies our commitment to enable the poor to gain and keep control over the development process. It subsumes ideas of sustainability and community participation. It gives us the mandate to involve ourselves in addressing the causes of poverty at different levels and through different strategies. The mission statement aims to clearly state that we are taking sides with the poor — the socially, politically, economically, physically and mentally disadvantaged.
- Social development is a holistic term that reflects a more accurate view of the "desired" state of being. It encompasses not only economic development but the enhancement of human capital and the development of institutions that are critical in making poverty eradication a reality.

CHAPTER VII

ANALYSIS OF POVERTY

In order to define our strategy and contribute to the process of social development, we first need to state our understanding and interpretation of poverty in India.

What is Poverty?

ACTIONAID India defines absolute poverty as, "the lack of access to, and control over, the social, economic and political resources required to meet basic human needs with dignity".

Who are the Poor?

ACTIONAID India has always subscribed to targeting the poor based on the concept of absolute poverty. At the rural micro-level, projects often identify poor households on the basis of ownership of primary productive assets (usually per capita dry land holding of <1 acre adjusted for irrigation). In most cases, landless households are included because they are among the poorest groups. Some projects make estimates of annual household incomes to identify the poor. All these criteria are in keeping with Government of India definitions of small and marginal farmers and the poverty line. Definitions of poverty in the urban context are more closely related to monetary income and expenditure levels. Other measures include access to housing and social services.

ACTIONAID India believes that in defining poverty, the perceptions of local communities are of fundamental importance. This is because standard welfarist poverty norms using nutritional adequacy and income flow/stock definitions only present a partial view of a multi-dimensional problem. Wealth ranking and other such participatory methods are increasingly being used in identifying the poor and ACTIONAID India is committed to accepting subjective, and sometimes non-comparable, yardsticks of poverty. Poverty is also recognised as a dynamic condition with inter-temporal variations in tune with seasonality, demographic structures of households, and life cycles of individuals/households.

It is recognised that in the Indian context, irrespective of the particular poverty indicator used, class is highly correlated with caste and gender. The bulk of India's poor belong to the following social groups: scheduled castes, backward castes, ethnic and religious minorities (tribals and Muslims), women, children and the disabled. We will, therefore, continue to target our work on these groups.

Where are the poor?

As a result of the Situation Analysis, the two areas that require a strategic shift in ACTIONAID India's perspective are the need to focus our project-level work in rural areas on the most backward regions in the country, and to address urban poverty.

The rationale for concentrating our work (currently mainly rural) in peninsular India in the past was based on sound managerial reasons. But this has resulted in ACTIONAID India having very limited presence in the most backward regions of the country. Particularly for our work at the community level we will now focus our energies on the most needy areas of India.

Several exercises using secondary data were carried out to identify the most backward geographical areas in the country (excluding urban areas). In the final exercise, the district has been used as the unit of analysis because of limited data being available at lower levels. 360 districts in all states excluding Jammu & Kashmir, Punjab, the North East and union territories were ranked on three objective indicators. The indicators selected — under two mortality, female literacy and the proportion of ethnic minority population in the district — are widely accepted as being fairly poverty-sensitive and comprehensive. Government data on “population below the poverty line” at the district level is not accessible.

The methodology adopted was a two-stage simple ranking technique. In the first stage, the absolute value of the 110th worst-off district for each indicator was taken as the cut-off for further analysis; the cut-off point was decided judgementslly based on the large clustering of districts around this rank.

<u>First Stage Analysis</u>		
<u>Indicator</u>	<u>Cut-off</u>	<u>National Average</u>
Under Two Mortality Rate (1981)	147	123
% Female Literates (1991)	19.88	39.42
% Rural Scheduled Tribe (1981) Population	9.36	9.54

In the second stage, districts with high concentration of tribals and very low female literacy rates, which did not figure in the first cut, were added on. At the end of the two rounds of analysis, 137 districts were identified as backward districts requiring priority attention with the following sub-categories:

<u>Second Stage Analysis</u>		
<u>Category</u>	<u>Districts</u>	<u>Criteria</u>
A	18	Districts where all three indicators are worst-off
B	83	Districts where any of the above two indicators are worst off (excluding A)
C	20	Districts where the Rural Scheduled Tribe population exceeds 20% (excluding A & B)
D	16	Districts where Female Literacy Rate is less than 15% (excluding A, B, and C)
Total	137	

At the national level, these districts account for about 28% of the total rural population, 25% of the rural scheduled caste population and 62% of the rural scheduled tribe population. Annexure III marks these districts on a map of India.

We have also examined district-level data on one additional indicator which reflects the natural resource status of the area i.e. per capita fodder availability. If we consider the 90 worst-off districts on this indicator, about 30 more districts could be added on to this list, which confirms that there is a strong positive relationship between physical and social indicators of poverty.

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The list of 137 districts identified using purely objective criteria were then discussed in detail by the programme staff. The purpose of this exercise was to complement quantitative data with qualitative knowledge, and to identify contiguous clusters in order to make our operations more cost effective. Using their own knowledge and experience of different regions in the country, a final list of 118 districts were identified as high priority districts for ACTIONAID India. Ten districts, mainly in the Himalayan hill region in U.P. and the western Rajasthan desert region, were added on to the existing list because of the lack of basic infrastructure and fragile ecological conditions of these districts. Twenty-nine districts were deleted because these were known to be relatively well-developed due to industrialisation/irrigation, had enough NGO action, or were inaccessible/non-contiguous.

Seven clusters have been identified on the basis of homogeneity of issues and social groupings on the one hand, and accessibility and cost-effectiveness on the other. Annexure IV marks the 118 districts on a map; some districts, where a part of the district is more developed, are only partially shaded as priority areas.

The state-wise break-up of the priority districts is as follows:

Priority States and Districts	
<u>State</u>	<u>Districts</u>
1. Andhra Pradesh	3
2. Bihar	23
3. Gujarat	8
4. Madhya Pradesh	29
5. Maharashtra	6
6. Orissa	10
7. Rajasthan	14
8. Uttar Pradesh	23
9. West Bengal	2
Total	118

We are conscious that any list prepared at a national level will be far from perfect. The quality of the census data on which we have had to rely is often questionable. The district as a unit of analysis is inappropriate as there are bound to be significant intra-district variations, and our project interventions cover only a relatively small part of the district. The indicators chosen themselves skew the selection in a certain direction.

There will be pockets of extreme forms of discrimination against priority groups like Dalits and women which might require special consideration. We are also conscious that some of the districts/regions/states identified are the most difficult areas to work in — both in terms of the socio-political climate and the absence of much voluntary action. This only confirms that these are indeed the most needy areas. Needless to say, our growth plans in these areas will have to be regulated and cautious. As most of our current project activities are located outside the priority belt, we will have to honour our existing commitments which will be defined on a project-wise basis. An exploratory study on the possibility of working in the north eastern states will be carried out.

But we are certain that this analysis gives us a fairly accurate indication of areas of maximum poverty concentration, which could always be improved with experience. And that we should, by and large, target our future work at the micro-level on these areas.

As regards urban poverty the arguments used in the past to desist from intervening in urban areas were that this would mean dealing with a symptom as the real cause lies in rural impoverishment; in any case the bulk of the poor are in rural areas; urban areas are difficult to work in because of the politicisation and heterogeneity of poor communities; and ACTIONAID India's strength lies in working with rural communities. It is now amply clear that apart from 'push' factors, there are many 'pull' factors which cause urban poverty. And whether or not urban poverty is an effect of rural poverty, a fourth of India already lives in urban centres which is expected to go up to a third by the turn of the century. Of this, at least 30% are in the 'absolute' poor group. With structural adjustment, there is little doubt that it is the urban poor who will be worst hit. ACTIONAID India will therefore initiate work in urban areas in a gradual manner.

Why are they poor?

At the outset, it should be stated that our discourse on the causes of poverty is not based on a pre-determined theory of development or social transformation but on an analysis rooted in our experience of working with poor communities.

Poverty is a result of the skewed distribution of, and limited access of the poor to, power and productive resources whether it be land, livestock, capital, information, technology, social services or organisation. The poor are divided on the lines of caste, community, gender, resource endowments, language, region and political affiliations. This is both due to attempts by the resource-rich to 'divide and rule' and the breakdown of traditional institutions with the onset of modernisation. An analysis of the livelihood systems of the poor is extremely critical in order to understand the causes of their poverty.

The bulk of the poor are landless, or small and marginal farmers. Lack of access to productive land, water, and credit are major contributory factors to poverty in India's agrarian economy. In spite of the person-land ratio steadily worsening, non-traditional occupations have not developed because the poor are not able to gain access to new skills, economic organisation and markets. Lack of self-esteem, low awareness/literacy levels and ill-health are clearly both a cause and effect of poverty. In the case of scheduled castes, tribals, minorities and women — groups which face particular types of discrimination — the causes of poverty have several additional dimensions.

Apart from issues identified at the local community level, there are many causal factors which operate at the regional, national and international levels. It would be naive to look at the causes of poverty at the community level ignoring the larger political economy of poverty. At all levels of Indian society, a loose coalition of upper caste-class groups (that form about 20% of the country's population) operates through an elaborate set of patron-client relationships to maintain the inequitable distribution of resources. This is not on the basis of any conspiracy but on pure market principles of self-interest. The state and all other key institutions are strongly influenced by this group. Indeed, this forms the political and ideological superstructure.

It is not surprising therefore that none of the arms of the state (the legislature, the executive and the judiciary) have, in spite of huge investments particularly in the post-independence era, been able to make any real dent on the problems of the poor. On the other hand, policies

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of the government whether it be at the state, national or international levels do have the potential to impact significantly on the lives of the poor.

The statist development model adopted by India with its thrust on "modernisation" has consistently neglected traditional sectors (on which the poor are dependent) and made them increasingly dependent on state aid for succour. Social service delivery and anti-poverty work is now mainly in the hands of the government. The significance of the role of the state stands out more clearly when the effects of the policy content and implementation are visibly negative — large "development" projects displacing the poor, forced family planning, denying forest rights to tribals, regional imbalances, rent-seeking behaviour, etc. With structural adjustment, international pressures like cutting down on public expenditure, GATT and globalisation have a direct impact on the lives of the poor. The deleterious effects of cutting subsidies on fertilisers and the public distribution system are already being seen.

To summarise, ACTIONAID India believes that poverty is caused by a complex series of interlinked social, political and economic conditions affecting individuals and communities. These causes are a result of factors at the micro, meso and macro levels. In most cases it is very difficult to distinguish between the causes and effects of poverty because of the interactive nature of the different variables.

CHAPTER VIII

THE STRATEGYOverview

ACTIONAID India's strategy is built on some fundamental premises mandated in our vision statement, namely:

- the eradication of absolute poverty is an attainable goal;
- we have a significant part to play in this process;
- we will do this carefully, but without fear of failure or reaction.

The strategy recognises that the resurgence of modernisation theory leading to the growth and export-oriented model of development, which is currently being promoted by western industrial powers, has come to stay. As far as mainstream thinking is concerned, the poor will be taken care of through "safety nets". The "broadly participatory growth" that is talked about remains largely untested in the Indian context where "class" and market factors constitute only one element in the poverty web. NGOs in India will therefore have to reposition their stand from striving to reverse the trends of modernisation to getting a fair deal for the poor.

Using the above as a starting point, the strategy has been formulated after a careful examination of the country situation and the future role of NGOs on the one hand, and our own core competencies on the other. The strategy is designed to make the fullest use of our comparative advantage in addressing poverty. In keeping with our core values and mission, and our analysis of the causes of poverty, ACTIONAID India's strategy will focus on empowering the poor. This will be carried out directly and indirectly, with the object of dealing with the forces that facilitate or hinder the process of social development. The scope of our strategic interventions will — depending on the nature of the intervention — extend to local, regional, national and international levels.

Key Elements

ACTIONAID India's strategy has five elements to it: micro-project action, influencing change agents, institution-building, resource development and collaborative alliances — none of which are mutually exclusive. Our role in relation to these elements would primarily be that of a facilitator.

Micro-project Action

The cornerstone of ACTIONAID India's strategy will continue to be supporting and implementing work with poor communities at the local level through micro-project action. This is based on the belief that empowering the poor at the grassroots level through education and organisation is of primary importance. Demand creation for social services and power, and democratisation at the community level; and networking the thousands of NGOs stimulating change at the cutting edge will continue to be at the core of our strategy for the future. These give us a clear comparative advantage as they bring to us first hand understanding of the problems, and provide legitimacy for our advocacy work.

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However, the purpose of such action at the micro project level will be redefined to include not only addressing the poverty problems of identified households, but improving our understanding of poverty, and using this understanding to address the more generic causes of poverty. The thrust of our micro-project action will much more than before be on developing participatory, innovative and cost-effective development strategies that are of value to the larger process of social development.

At the same time, project-level strategies will be made more responsive to changes in the external environment. ACTIONAID India cannot prescribe blueprints as these strategies will have to be evolved in the local context. In broad terms, we will continue to pursue the idea of long-term integrated development which is one of our important strengths. But the degree of integration and multi-sectoral interventions will have to be viewed in a flexible manner given the response of the local community and the managerial capabilities of the implementing agency. ACTIONAID India is in the process of documenting best practices in overall and sectoral terms at the field level.

Where required, we will respond to emergencies to prevent further marginalisation of the poor.

Influencing Change Agents

It is amply clear from the previous sections that apart from the poor themselves, there are several change agents who are crucial actors in the social development scenario. They include the national and international governments, socio-political formations, NGOs, academics/researchers, the media, business and, increasingly, the general public. Making the approach and actions of major change agents more poverty-sensitive has a far-reaching impact on empowering the poor. This implies analysing and documenting our own and others' experiences in social development, and amplifying the conditions of the poor in order to influence these change agents. ACTIONAID India's advocacy function will be carried out at the local, regional, national and international levels. A separate paper has been prepared on ACTIONAID India's advocacy role.

Institution-building

A vital element in our strategy will be to promote and develop institutions which will help empower the poor. The creation of indigenous capacity to carry out the process of social development cannot be sustained without the availability of an appropriate institutional framework. These could be village-level institutions of the poor, media networks of development journalists, regional bodies to coordinate emergency relief efforts, national-level federations of NGOs, or international initiatives on human rights. Particularly with reference to our project-level work with local NGOs, ACTIONAID India will strive to set up and strengthen local institutions, build local capacities and assist them to function independently at the earliest.

Resource Development

We will support all efforts which will assist in the creation and development of human resources required for empowering the poor. To this end we will build up capacities within ACTIONAID India to undertake training of trainers programmes for other ACTIONAID country programmes, NGOs, government, etc. Such training is already being imparted with respect to participatory rural appraisal (PRA) and gender and will be expanded to include other areas of specialisation.

While the bulk of our financial resources will continue to come from the U.K. and other sister institutions in the North, an important part of ACTIONAID India's strategy will be to tap the

large potential for raising financial resources that exists within India. In the first instance, we will approach the Indian corporate sector. We will build on the support that we are currently receiving from local communities and the Government of India for our micro-project action.

Collaborative Alliances

The canvas of social development in the Indian context is extremely diverse with different stakeholders. To date, we have been working primarily with local NGOs. We need to remember however that the voluntary sector constitutes only a small segment of this canvas. Our strategy therefore envisages building alliances with all other constituencies who are involved in empowering the poor. In the process of determining collaborations, we will not be guided by short-term gains or ideological baggage but place the interests of the poor above our narrow individual and organisational interests. We will work in partnership with other important players without compromising on our vision, values and mission. Three of these partnerships require some elaboration.

a) NGOs

Our largest partner will continue to be the Indian voluntary sector with whom we have built up a valuable relationship over the years. We will continue to provide the necessary support to the voluntary sector in performing its vital role as a part of the democratic civil society in India. With the recent attempts by Hindu fundamentalists to fragment the delicate social fabric of the country, and the launch of SAP, the urgency to strengthen institutions which voice the needs of the resource-poor is heightened. If no local NGOs are available, we will assist in the creation of such bodies, both for our micro-project work and in influencing change agents. In the past, our association with local NGOs has been restricted to those whom we were extending financial support. This is now being widened to include the sector as a whole.

b) The Government

The government is the single most important development agency in the country. ACTIONAID India's relationship with the government will be one of critical support. Even the most ardent supporters of state-led development concede that the Indian state machinery is increasingly finding that it is not equal to the task. On the other hand, the destructive capacity of state power — particularly the police, the army and the bureaucracy — has assumed alarming proportions. In a democratic country like India, the government belongs to the people — the bulk of whom are the poor. We will have to be critical of the government when they are not performing the role of empowering the poor. But this cannot be carried out without recognising the constraints within which the government is functioning. Given the size of the problem, its financial and human resources are grossly inadequate, and its operations are constrained by bureaucratic norms and obsolete systems. The hands of the executive wing are often tied by the political and judicial systems which are self-serving and outmoded.

Also, it should be remembered the government is not a monolith. There are many individuals and wings of the government that are genuinely interested in the process of social development. The government has substantial amount of finances which are sub-optimally used. It has a wealth of experience in dealing with the problems of the poor. And above all it has the credibility and the staying power required to make a significant dent on poverty. With the onset of SAP, and the paring down of the state machinery, there is a real danger that this legitimate role of the government is curbed. ACTIONAID India will use its resources and international linkages to prevent the erosion of the institutional capacity of the government. While we do not want to become mere sub-contractors, and we are conscious of the difficulties

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involved in working with the government particularly at the lower levels, where possible we will work in partnership with the government to enhance and influence its policies and programmes for the poor.

c) Corporate Sector

ACTIONAID India will work in partnership with the corporate sector. While the Indian corporate sector has both directly and indirectly contributed a great deal to social development in the country, it carries a stigma of being driven by self-interest that is often short-term and not entirely enlightened. On the other hand, the corporate sector has access to capital, technology, markets, and a growing desire to display its social responsibility. With the new economic environment in the country, the corporate sector has the potential of becoming a major force in poverty eradication. We believe that there are several areas in which we can work with the corporate sector to empower the poor. Again, this strategy is based on using our comparative advantage in bridging the needs of the poor with the strengths of the corporate sector.

Strategic Priorities

Within the broad parameters of ACTIONAID India's strategy as stated above, we had the option of detailing our strategic priorities on the basis of issues, geographical regions, social groups, or themes. As we do not have in-depth knowledge of specific issues, regions or groups, thematic priorities have been spelt out at this stage. At a later stage, the next level of prioritisation can be carried out to identify fewer issues from among the thematic priorities.

What is stated below is a brief summary of the more detailed Working Groups Papers available on each of these themes which spell out their relative importance in the social development process, the problems in each of these thematic areas, the role of other players and the proposed strategies for ACTIONAID India. These papers are expected to be of value not only to ACTIONAID as a whole, but also other development agencies. Although it is not necessarily mentioned in each thematic presentation, our efforts will be concentrated on ACTIONAID India's target groups — Dalits, tribals and minorities, with special focus on gender issues. The sequence of presentation of thematic priorities does not reflect their relative importance.

Education

ACTIONAID India is one of the few international NGOs in India with over twenty years experience in working with children's education outside the formal government school system. We are therefore well placed to play a significant role in this thematic area within the Indian voluntary sector. Our work will be focused on basic education which will, in order of priority, include primary, non-formal, early childhood, and adult education.

At the micro-project level we will support different types of educational initiatives depending on the needs of the area. As our newly defined geographical priority areas are mainly in the educationally backward states, non-formal education for out-of-school children and adult education (especially for women) will become particularly important. For children attending primary schools, supplementary education, which has demonstrated reasonable success in our existing projects, will be encouraged. In the early childhood segment, where ACTIONAID India has limited experience, we would be exploring collaborations with those who have this as their strength. ACTIONAID India's role will be in building capacities of local NGOs — whether or not we have a funding relationship — in programme design, recruitment and training of staff, curriculum development and monitoring and evaluation.

Our work outside micro-projects will, in the initial phase, be focused on the primary/non-formal segment, where we have the greatest experience. Since the government is the major educational agency in the country, our thrust will be to improve the quality of government efforts in these segments through a process of networking, research, documentation and advocacy. For this, we will first develop links with strategic institutions at the national and state government levels, UN agencies involved in education, and premier NGOs. Specific topics such as achievement testing and teacher education will be researched. We will also assist in the documentation and dissemination of material which will be helpful in influencing policy. Towards this end, we will support the setting up of a database and resource centres for primary education and encourage other cutting edge initiatives. We will also build up our own knowledge in early childhood and adult education.

Livelihood Systems

ACTIONAID India will work towards building sustainable livelihood security for the resource-poor. In the field of natural resource management we will adopt an integrated strategy for increasing productivity and value-addition through a range of interventions in restoring soil health, rainwater harvesting, crop husbandry, integrated pest and disease management, watershed management, wasteland development, livestock, forestry, input and marketing services, and alternative energy systems.

In the initial phase, ACTIONAID India's thrust will be on working at the micro-project level: identifying suitable opportunities and assisting project partners in programme design and evaluation. For this, we will first develop an agro-climatic zone-wise database on project-level integrated strategies that can be adopted. We will work closely with other resource institutions in this field. Facilitating the recruitment and training of high quality managers will be a key element in our project support package. It is anticipated that ACTIONAID India's technical expertise on agronomic practices, watershed management, and savings and credit systems will be increasingly used by NGOs with whom we do not have a funding relationship — including other ACTIONAID country programmes.

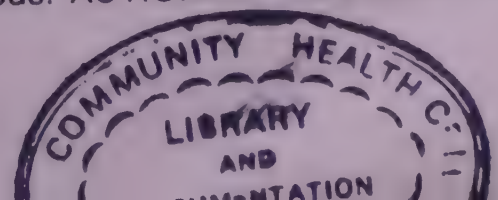
Outside our current basket of projects, we will initiate participatory action research projects on a few issues such as wasteland treatment, use of satellite imagery, and processing and marketing of perishables. This will also give us an opportunity to explore the possibility of working more closely with the government and other agencies. We will bring out user-friendly publications based on available experience on selected technological options and credit approaches. With the strengthening of the natural resource management team in the coming year, the strategic priorities in this thematic area will become more focused.

ACTIONAID India will pay serious attention to the non-farm sector (including the urban informal sector), as a substantial proportion of our target group derive sustenance from this sector. Given our professional team, the Corporate Partnership initiative, and our international links, ACTIONAID India occupies a vantage position to start building capabilities in this thematic area. At this stage, we will try to develop our own understanding by linking up with other NGOs and government institutions who have some expertise in this area. We will also support ACTIONAID India-funded projects by putting them in touch with existing resource institutions, and in exploring domestic and export marketing opportunities. Building alliances with the corporate sector is an area where we see strong potential for both skills development and marketing.

An area where we have gained international recognition is in the development and dissemination of participatory rural appraisal (PRA) methods. ACTIONAID India sees PRA as

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a means of empowering the poor — particularly in the realm of sustainable livelihood systems. Our strategy, therefore, is to increase the width and depth of our expertise in PRA within ACTIONAID — in India and overseas. More importantly, we will involve ourselves in training PRA trainers in key government and international agencies. ACTIONAID India will strengthen its position as a state-of-the-art exponent of PRA by integrating local knowledge with technological advancements such as satellite imagery. Our strategy includes setting up and consolidating micro-projects using the PRA approach, particularly in wasteland development and the regeneration of forests.

Health

Unlike in the field of education, much more systematic work has been carried out within the Indian NGO sector in the field of health. ACTIONAID India's work will continue to be focused on primary health care with special attention being paid to women and children. At the micro-project level we will continue to support health initiatives that are likely to directly or indirectly provide continuous and comprehensive care to our target group. Our strategy will be to work closely with the community in integrating health with other sectoral interventions. Community resources including indigenous systems of medicine, traditional birth attendants and self-financing will be strengthened. Giving women control over their fertility will form the basis for our work in the area of family planning.

Much greater emphasis will be placed on making better use of government, NGOs, and other private suppliers of health services. ACTIONAID India will concentrate on developing and implementing mechanisms for NGOs to interact with the government and the private sector in the area of health. Action research projects will be initiated which will experiment with innovative methods of dealing with mortality and morbidity issues in general, and AIDS issues in particular.

On AIDS, we will improve our own understanding of the problem and work closely with experienced NGOs and the government on awareness-building. Projects will be encouraged to provide preventive counselling services on AIDS and ensure that infection-control procedures are scrupulously followed. For AIDS-affected persons, psychosocial support initiatives will be promoted.

ACTIONAID India's role vis-a-vis the projects will mainly be in assisting in programme planning, building links with local health resource institutions for recruitment and training of staff, and helping projects in assessing their performance. We will assist projects in documenting their experiences and tie up with established NGOs to use this experience to advocate on carefully identified health issues of concern to the poor.

Disability

ACTIONAID India has developed distinctive competence in working with people with disability and we plan to consolidate this in the future. We will continue to follow a strategy of providing financial and technical support to local NGOs to primarily run community-based rehabilitation (CBR) units at the grassroots level. All new initiatives will be in the rural areas of ACTIONAID India's identified priority districts. In future, we will provide technical support to our other general development projects at the community-level who are interested in initiating work with disabled people. Similarly, experience gained in the development projects on working with communities will be shared with those projects working exclusively with disabled people.

Technical support services will include staff training, development of technical aids, vocational rehabilitation, information dissemination, monitoring and evaluation, and research. A full-scale training and research institution is in the process of being set up to strengthen the support function.

With the experience that has been gained over the last five years, and our publications (Disability Newsletter, Workbook on CBR Services, etc.), we now have the ability to influence the policy of other change agents working on disability, and this will be given high priority. In order to do this, ACTIONAID India will build on its links with other key organisations working in the field of disability including international agencies, government bodies and NGOs.

Emergencies

Emergencies can cause a decline in the ability of the poor to sustain development processes and are therefore very definitely a development issue. We will adopt a two-pronged strategy to address this issue. Our primary emphasis will be on the mitigation of emergencies, particularly in our on-going micro-projects. Except in our project areas, ACTIONAID India will not normally play an active role in the relief phase because the state machinery and several other NGOs are relatively better equipped to carry out this task. ACTIONAID India will, however, respond to emergencies in the rehabilitation phase. Except under exceptional circumstances, this response will be limited to our priority districts. We will undertake emergency work primarily through local NGOs and assist in the creation and strengthening of NGO networks to coordinate emergency responses.

Urban Issues

ACTIONAID India will initiate work in both metropolitan centres and smaller urban agglomerations. Priority attention will be given to those living in unauthorised slums who do not get the benefit of state development programmes and services. With this group, the approach will have to be highly flexible. But in the case of non-objectionable slum groups, we will examine the possibility of working on long-term integrated programmes using the sponsorship mechanism. In all cases, the primary focus will be on women and children — the most vulnerable. Income generation and AIDS will also be key issues. Advocacy on human rights and communalism will be an integral part of our urban strategy.

Corporate Partnership

Having identified the huge potential in India to involve the corporate sector in social development, and ACTIONAID India's own capability to act as a catalyst in this process, we have recently launched the Corporate Partnership initiative. In the initial phase at least, the major thrust will be on creating awareness among the corporate sector of poverty issues, the role of NGOs, and ACTIONAID India. We will also be identifying the most appropriate legal form by which ACTIONAID can raise resources in India. At the outset, ACTIONAID India will tie up with a few select companies using a range of mechanisms through which the partnership can be given practical expression. Apart from financial resources, the corporate sector should be able to provide infrastructural and technical support in product development, marketing, skills transfer and general management.

FUTURE DIRECTIONS

Communications

Establishing the credibility of ACTIONAID India as a professional and committed development agency amongst the various change agents is a pre-requisite for most of our proposed actions for the future. Our communications strategy will therefore be much more focused. The publication of 'Changes,' which has received a very positive response from different quarters, will be continued in a targeted manner. In addition, the opportunity provided by the 21st anniversary of ACTIONAID India in 1993 will be fully utilised as part of our overall communications strategy.

Management of Social Development Programmes

ACTIONAID India has developed distinctive competence in the management of social development programmes. This has happened the hard way as this is a discipline which is in a nascent stage of development. Project management (planning, budgeting, monitoring and evaluation), programme and financial control systems, computer-based decision support systems, and donor servicing are all areas where we have considerable expertise and a comparative advantage for future development. ACTIONAID India will examine the possibility of working with premier academic and research institutions in the country and abroad to further this discipline.

CHAPTER IX

RESOURCE ALLOCATIONSPeople

In the past, the pressures of growth and transition have inhibited formulation of a long-term human resource development (HRD) strategy. While we have been fortunate enough to have an excellent team in ACTIONAID India, like most other NGOs, we have had problems of recruiting and retaining high quality staff — particularly for field placements. We will now develop a HRD strategy which will include recruitment and induction of young professionals (particularly women), designing and implementing training and career development plans for all existing staff, examining possibilities of international exchange of staff and making optimal use of national and international voluntary workers.

In order to meet the strategic needs of the future, and to address the weaknesses in the way that we are currently organised, the design of a new organisation structure for ACTIONAID India has become imperative. This structure will facilitate the strengthening of our work outside the project context, diversify the base for generating new proposals both for sponsorship and other types of funding, take us closer to the areas classified as our priority districts, increase individual accountability and effectiveness, provide opportunities for human resource development, and reduce our operating costs.

The restructuring will be carried out in three phases. In the first phase (Ref. Annexure V for Organisation Chart), we will concentrate on reorganising the programme functions into two major divisions — Operations and Development Support. The Operations Division will be responsible for the identification, management and support of all our project-related work at the community level — short and long term, rural and urban, development and emergency response. This will be implemented through the phased and cautious creation of six regions to facilitate responding to regional development opportunities, and making our operations more cost-effective. Regional managers who head the regions will be responsible for all activities within their geographical areas. They will act as sensors in the regions to identify opportunities for working outside the project context and play an active role in building the profile of ACTIONAID India as a proactive and sensitive organisation.

Annexure IV shows the jurisdictions of the new regional offices in the priority districts — the high growth regions for the future. In addition, the Hyderabad region will be responsible for all our work in Andhra Pradesh, the Bangalore region will handle the rest of Southern India and the Maharashtra projects will be coordinated by one of our colleagues currently based in the region. The regions will be assisted by a Central Cell in the identification and start-up of new sponsorship projects. They will also be involved in coordinating and updating ACTIONAID India's planning and reporting system at the central level. As sponsorship-based funding will be restricted to our project work, this will now become a part of the Operations Division. No change is envisaged in the internal structure of the sponsorship unit in this phase.

The Development Support Division (DSD) has been created specifically to address the weaknesses that have been identified in our ability to work outside the project context. The basic function of this Division is to document and consolidate the development experience within and outside ACTIONAID India and use this learning to systematically influence the process of social development at the regional, national and international levels. Within the country this division will build strategic links with the voluntary sector, government, academic

FUTURE DIRECTIONS

and research institutions, media and other change agents. It will also provide specialist inputs for ACTIONAID projects and other NGOs in India, ACTIONAID internationally, and Corporate Partnership — all on request from user groups.

The DSD will consist of three thematic units viz. Health, Education and Livelihood Systems, each headed by a Coordinator. One member of the Central Cell (Operations Division) will support the Livelihood Systems Unit in developing our understanding of the Non-Farm Sector. With this, the sectoral support teams will be freed from purely servicing our large development projects which was restricting their work outside this limited setting and sometimes resulting in a “tied aid” syndrome. This will also help projects build local capacities in a more cost-effective manner. All the DSD units will be encouraged to use the National Fund for strengthening our work outside projects and supporting innovative initiatives.

A Policy Unit has been created within this Division to concentrate on research, documentation and advocacy. This unit will assist the Operations Division and the thematic units in documenting and disseminating their work. It will also work closely on larger advocacy issues which cut across thematic areas such as structural adjustment.

A Training Unit to address ACTIONAID's HRD needs will also be created. This unit will assist the thematic units and other wings of ACTIONAID India with specialist skills in the training of trainers.

In this phase, two nodal persons will be identified from within the programme team to take on additional responsibility for coordinating our work on urban issues and emergencies. A gender cell within the Policy Unit will help focus attention on gender issues. Based on the workload, full-time staff may be assigned to take on these responsibilities.

Given ACTIONAID India's expertise in the use of participatory rural appraisal in the design and implementation of development projects, the PRA Unit will now function independently to conduct trainings and implement action research projects. It will work in close coordination with the Livelihood Systems Unit and the Policy Unit.

Due to the specialised nature of its role and the links which have already been created, the Disability Division will continue to identify and support projects working with people with disability. The larger role of training, documentation and networking will be further strengthened. However, it is envisaged that the Disability Division will work much more closely with the Operations Division and the Sponsorship and Policy Units. The Disability Division will also provide considerable support to the Corporate Partnership initiative.

The Corporate Partnership Division will now also take responsibility for profile building of ACTIONAID India, the production of all communications materials and, in 1993, for conducting the 21st Anniversary Celebrations.

In the first phase Finance, Administration and Information Systems will largely remain unchanged except that the role and quality of Information Systems Unit will be stepped up. In the second phase, the Finance Division will be strengthened with the Administration function becoming a part of this division.

In the final phase, it is proposed that the Programme Division is integrated into a single division, perhaps incorporating the Information Systems Unit. The issue of decentralisation of the finance and donor servicing functions will be examined at that stage.

Mechanisms for coordinating and integrating work within and across divisions will be designed to ensure healthy cross-fertilisation of ideas and experience.

Finance

Tentative expenditure projections have been made for the next three years (1993-95). Substantial increase in expenditure is planned over this period. We are fully aware of the fact that our numbers are ambitious⁹ but we are confident that over the three year period ACTIONAID India should be in line with the projections.

Two significant features of this plan require special mention. First, with the steady decline of the value of the Indian rupee against the pound sterling, ACTIONAID India has been faced with an unanticipated build-up of reserves. It is now amply clear that the income accruing to individual projects with a sponsorship base of about 2500 is far beyond their absorptive capacity (approximate income of Rs.10 million a year each). Accountability of funds of this scale in what are essentially small local NGOs, is also an extremely complex task. Therefore, except in the projects directly managed by ACTIONAID India staff, we have proposed a phased reduction of sponsorships (and consequently incomes). Further, all new projects will start with not more than 500 sponsorships and peak at a maximum of 1000 sponsorships.

Second, the amount of resources being allocated for investments outside the rural development area (RDA) are quite significant. The National/Flexi Fund (20% of our sponsorship income) expenditure will be guided by the current National Fund Strategy Document and the Working Group Papers. Decision-making fora will be finalised shortly for different types of funding.

Resource Allocation Projections

		<u>1993</u>	<u>1994</u>	<u>1995</u>
No. of Sponsorships		40,786	41,034	40,877
No. of RDAs		30	35	43
Project-Level Expenditure	(Rs. Millions)	182.80	207.90	246.85
National Fund Expenditure	(Rs. Millions)	48.80	52.36	63.77
Administration Expenditure	(Rs. Millions)	7.65	13.09	15.94
Total Expenditure	(Rs. Millions)	239.25	273.35	326.56
Administration %		3.00	5.00	5.00
Total Expenditure	(£ Millions)	4.78	4.97	5.44

CHAPTER X

THE CHALLENGE

Translating our vision and strategies for the future into action is going to be a mammoth task. It will require a great deal of attitudinal change within our own team to think beyond the project context without losing sight of the high accountability and quality norms that we have set for ourselves in the past. Short-term pressures like the build-up of unutilised reserves will have to be balanced with the longer term aspirations that are reflected in our mission statement. The limited absorptive capacity of our priority districts remind us of the potential conflicts. There are also many imponderables in the external environment.

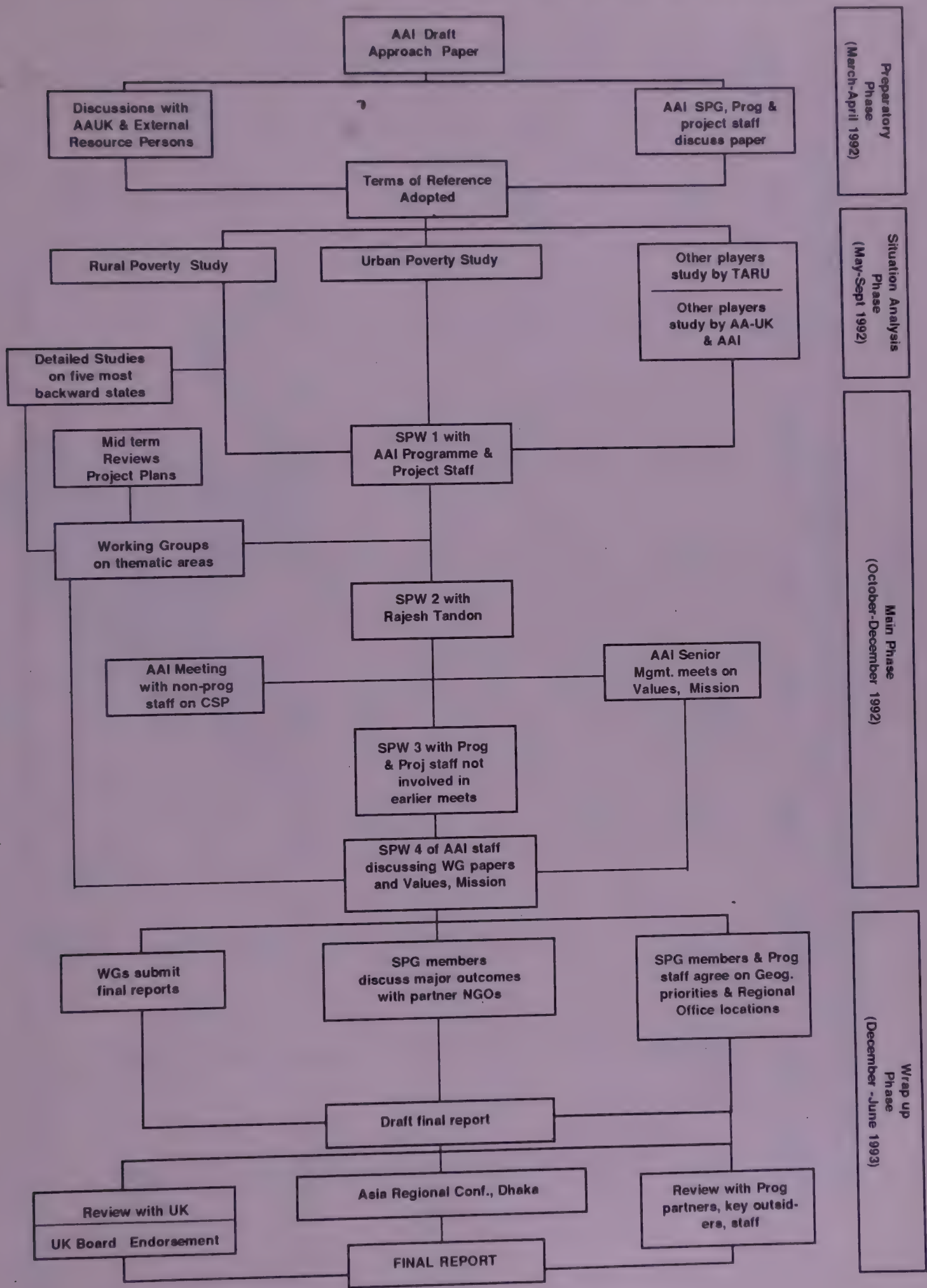
Notwithstanding the constraints, the future directions are now clear; the need for action is compelling, and we will proceed cautiously but without fear of failure. In this context, it is important that the Strategy Paper is seen as a dynamic document which will be formally reviewed on an annual basis and recast every five years. Operational plans will be prepared annually to spell out the practical implications of the strategy paper.

ANNEXURES

ANNEXURE I

METHODOLOGY FLOW CHART

The flow chart below depicts the process used in preparing the Strategic Paper.



ANNEXURE II

ESTIMATED TOTAL DISBURSEMENT OF INTERNATIONAL ASSISTANCE TO INDIA (1988-90) (MILLION US \$)

Head	Nat.Res & Env.	Agri	Area dev	Industry	Energy	H.R.D	Dev.Admin	Social dev.	Health	Disaster Mgmt	Others	Total
IBRD	1166	224	90	445	1060			71	35	95	947	4098
IDA	465	364	283	22	72	39	30	174	222	61	182	1914
FAO		6	1									7
ILO			1							1		2
UNDP	14	13		25	4	5	2	1	4		16	84
UNFDAC								5				5
UNICEF	22					8	4	61	159			254
UNPF						3	0	0	21			24
WFP	5	77	4				19	15				120
WHO							1	9				10
CANADA	6	23	1		14	2	0	0	9			55
DENMARK	3	7	3	11	22		8	6	22	1	6	89
FRANCE				3	33	2						38
GERMANY	54	39	4	35		22				1	7	162
JAPAN	166	30		327	203		1			3	135	865
NETHERLANDS	42	30	40	3	1		73	19	15	4	55	282
NORWAY		6	4		1	8		4	26		1	50
SWEDEN	1	46		20	74	2	1	19	71			234
SWITZERLAND		15	7	9		3	1	1	2			38
UK	106	20	10		13	35	2	12	17		11	226
US	65	104			2	3			64	134		372
									<u>632</u>			

Source: UNDP Development Co-operation Report (1988-90); Ministry of Finance External Assistance (1988-90); Annual Reports of Agencies (1988-90)

LIST OF DISTRICTS

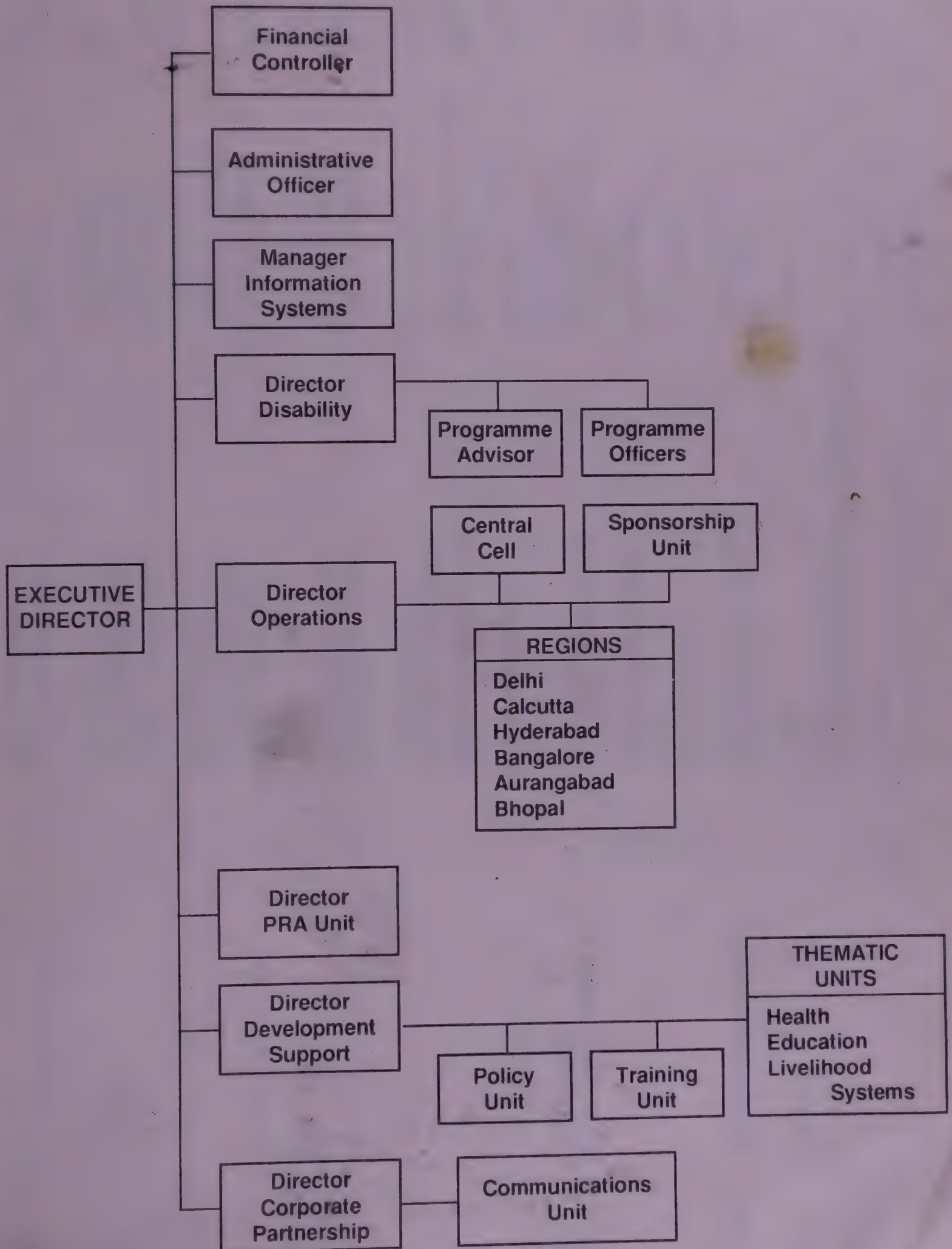
Sl. No.	District	Map. Ref. No.	Sl. No.	District	Map. Ref. No.
ANDHRA PRADESH			HIMACHAL PRADESH		
1.	Vizianagaram	2	36.	Chamba	137
2.	Adilabad	19	37.	Lahul & Spiti	144
3.	Khammam	22	38.	Kinnaur	148
BIHAR			KARNATAKA		
4.	Palamau	63	39.	Raichur	179
5.	Gopalganj	68	MADHYA PRADESH		
6.	Paschim Champaran	69	40.	Morena	197
7.	Purbi Champaran	70	41.	Datia	200
8.	Sitamarhi	71	42.	Shivpuri	201
9.	Madhubani	78	43.	Guna	202
10.	Saharsa	79	44.	Tikamgarh	203
11.	Madhepura	80	45.	Chhatarpur	204
12.	Araha	81	46.	Panna	205
13.	Kishanganj	82	47.	Sagar	206
14.	Purnia	83	48.	Damoh	207
15.	Katihar	84	49.	Satna	208
16.	Sahibganj	85	50.	Rewa	209
17.	Godda	86	51.	Shahdol	210
18.	Deoghar	89	52.	Sidhi	211
19.	Dumka	90	53.	Ratlam	213
20.	Girdih	92	54.	Shajapur	215
21.	Hazaribagh	94	55.	Jhabua	217
22.	Lohardaga	95	56.	Dhar	218
23.	Ranchi	96	57.	West Nimar	220
24.	Gumla	97	58.	East Nimar	221
25.	Paschim Singhbhum	98	59.	Rajgarh	222
26.	Purbi Singhbhum	99	60.	Sehore	225
GUJARAT			61.	Raisen	226
27.	Kachchh	108	62.	Betul	227
28.	Banas Kantha	109	63.	Hoshangabad	228
29.	Sabar Kantha	110	64.	Jabalpur	229
30.	Panch Mahals	115	65.	Narasimhapur	230
31.	Vadodara	116	66.	Mandla	231
32.	Bharuch	117	67.	Chhindwara	232
33.	Surat	118	68.	Seoni	233
34.	Valsad	119	69.	Balghat	234
35.	The Dangs	120	70.	Surguja	235

Sl. No.	District	Map. Ref. No.	Sl. No.	District	Map. Ref. No.
71.	Bilaspur	236	109.	Udaipur	340
72.	Raigarh	237	110.	Chittaurgarh	341
73.	Rajnandgaon	238	111.	Dungarpur	342
74.	Raipur	240	112.	Banswara	343
75.	Bastar	241	113.	Bundi	344
MAHARASHTRA			114.	Kota	345
76.	Thane	243	115.	Jhalawar	346
77.	Nashik	247	UTTAR PRADESH		
78.	Dhule	248	116.	Uttarkashi	375
79.	Yavatmal	266	117.	Chamoli	376
80.	Wardha	267	118.	Pithoragarh	380
81.	Bhandara	269	119.	Almora	381
82.	Chandrapur	270	120.	Nainital	382
83.	Gadchiroli	271	121.	Moradabad	390
ORISSA			122.	Rampur	391
84.	Sambalpur	295	123.	Budaun	392
85.	Sundargarh	296	124.	Bareilly	393
86.	Kendujhar	297	125.	Pilibhit	394
87.	Mayurbhanj	298	126.	Shahjahanpur	395
88.	Dhenkanal	301	127.	Mathura	397
89.	Phulabani	302	128.	Etah	399
90.	Balangir	303	129.	Allahabad	407
91.	Kalahandi	304	130.	Lalitpur	410
92.	Koraput	305	131.	Hamirpur	411
93.	Ganjam	306	132.	Banda	412
RAJASTHAN			133.	Kheri	413
94.	Bikaner	321	134.	Sitapur	414
95.	Churu	322	135.	Hardoi	415
96.	Alwar	324	136.	Unnao	416
97.	Bharatpur	325	137.	Rae Bareli	418
98.	Dholpur	326	138.	Bahraich	419
99.	Sawai Madhopur	327	139.	Gonda	420
100.	Tonk	331	140.	Bara Banki	421
101.	Jaisalmer	332	141.	Sultanpur	423
102.	Jodhpur	333	142.	Pratapgarh	424
103.	Nagaur	334	143.	Sidharthnagar	425
104.	Pali	335	144.	Basti	426
105.	Barmer	336	145.	Maharajganj	428
106.	Jalore	337	WEST BENGAL		
107.	Sirohi	338	146.	Jalpaiguri	439
108.	Bhilwara	339	147.	Purulia	452

ANNEXURE V

ACTIONAID INDIA

ORGANISATION CHART - 1993



ANNEXURE VI

LIST OF KEY BACK-UP DOCUMENTS

Section	Chapter	Title	Author/s	Type	Date
Introduction	Objectives/Methodology	1. CSP (Rationale & Process)	Martin Griffiths	Memo	Oct 1991
		2. CSP (Outline)	Salil Shetty	Approach Paper	Mar 1992
		3. CSP Meeting - London	Robert Dodd	Resume	April 1992
Situation Analysis	Roles & Responses of Change Agents	1. Study on Urban Poverty	Kalpatharu Research Foundation	Report	Sept 1992
		2. Rural Poverty Study	Praxis Consultants	Report	Oct 1992
		3. Development Programmes in India & International Assistance	The Action Research Unit	Report	Sept 1992
Future Directions	AAI - Self Assessment	4. Voluntary Development Organisations in india	Society for Participatory Research in Asia (PRIA)	Monograph	Nov 1991
		5. Profile of India Priorities of European NGOs/ODA agencies	Lina Payne/Public Policy Unit, AA-UK	Notes	Sept -Oct 1992
		6. Profile & India Priorities of select International NGOs in India	Binu Thomas A. Mahadevan V. Satyabalan	Notes	Aug- Oct 1992
		1. ACTIONAID Evaluation The Final Report	FAIR, Delhi	Report	Aug 1985

Section	Chapter	Title	Author/s	Type	Date
Future directions (Contd.)	Vision, Mission & Values	2. ACTIONAID's Approach to Rural Development	AA-UK	Paper	Dec 1990
		3. ACTIONAID India - The Next Five Years	Ravi Narayanan	Paper	April 1991
		1. Moving Forward in the Nineties	Martin Griffiths	Paper	Aug 1992
		2. Mission Statement of ACTIONAID	AA-UK	Paper	Sept 1988
Analysis of Poverty		3. Core Values of AAI	Kishore Rao	Paper	Nov 1992
		4. Mission Statement of AAI	Salil Shetty	Paper	Nov 1992
		1. Categorisation of Backward Districts	Vinay Raj Barry Underwood	Paper	Dec 1992
		2. State Profiles:			
		(a) Uttar Pradesh	Biswajit Sen	Paper	Oct 1992
		(b) Madhya Pradesh	Meenu Vadera	Paper	"
		(c) Bihar	Tushar Bhattacharya	"	"
		(d) Orissa	-do-	"	"
		(e) Rajasthan	Barry Underwood	"	"
		3. Definition & Causes of Poverty	Salil Shetty	"	Oct 1992
Strategy	Working Group Outputs :	1. AIDS	Dr. S. Prutvish	Paper	Dec 1992
		(a) Advocacy	Binu Thomas	"	"
		(b) Education	V. Sathyabalan	"	"

Section	Chapter	Title	Author/s	Type	Date
Future directions (Contd.)		(d) Emergencies	Barry Underwood	"	"
		(e) Health	Dr. Anthony Colaco	"	"
		(f) Urban Poverty	Tushar Bhattacharya	"	"
		(g) Natural Resource Mgmt	Vinay Raj	"	"
		(h) Non-Farm	Balasubramanian Iyer	"	"
		(i) Disability	Dr. Maya Thomas	"	"
Future directions (Contd.)		2. Sustainable Development	S. V. Joseph	Paper	Dec 1992
		3. AAI Corporate Partnership	Ravi Narayanan & Theresa Lloyd	Paper	Nov 1991
		4. AAI Corporate Partnership	Kishore Rao	Paper	Dec 1992
		5. International Division Interim Strategic Plan	AA-UK	Paper	Dec 1992
		Economics of Opening Regional Offices	Narasimha Rao	Paper	Dec 1992
General		1. SPW - 1	Salil Shetty Binu Thomas & Clara Radhakrishna	Minutes	Oct 1992
		2. SPW - 2	Salil Shetty & Clara Radhakrishna	Minutes	Nov 1992
		3. SPW - 3	A. Mahadevan & Clara Radhakrishna	Minutes	Dec 1992
		4. 3 Year - Plans of Dev Proj	AAI- Prog Divisions	Plans	Various
		5. Mid - Term Reviews of WDT & Asha	AAI- Prog Division	Plans	Sept-Dec 1992
		6. NGO Vision, Mission, Strategy & Organisation	PRIA	Papers	Aug 1990

Note: Several ACTIONAID India project partners and staff also contributed written comments on various aspects of the CSP.

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